NORTHLANDS

AREA REDEVELOPMENT PLAN

BACKGROUND INFORMATION AND ISSUES REPORT

THE CITY OF Edmonton PLANNING AND BUILDING

NORTHLANDS
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The Planning and Building Department
1987 08 01

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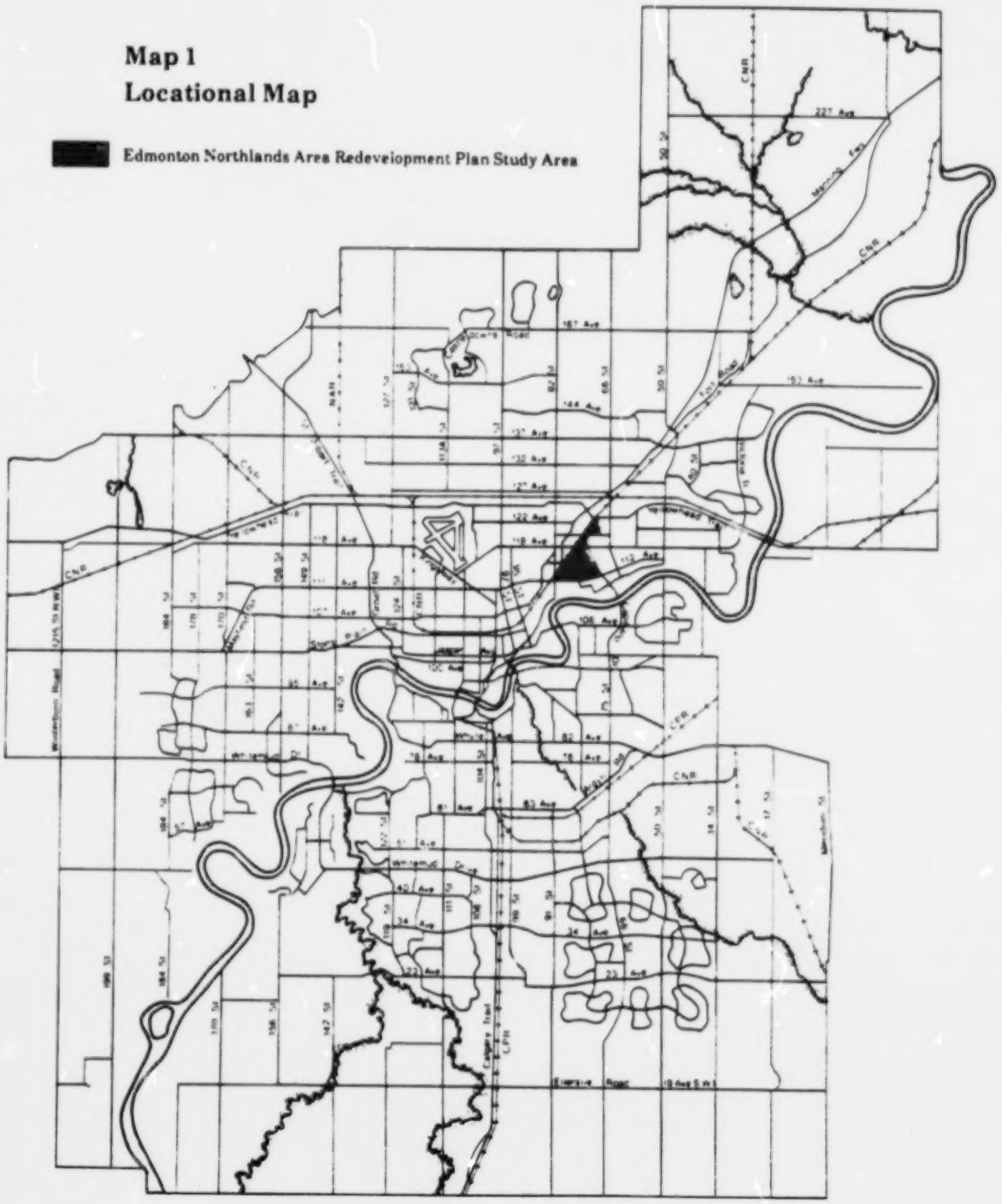
Map 1
Locational Map

Edmonton Northlands Area Redevelopment Plan Study Area



CHAPTER 1 INTRODUCTION

1.1 Purpose

On 1985 06 15, City Council authorized the Administration to prepare an Area Redevelopment Plan for the Northlands Area in consultation with Edmonton Northlands and the Borden Park Residents' Association.

The general purpose of the Area Redevelopment Plan, as defined in the terms of reference approved by City Council on 1985 11 26, is to provide policy direction for the future land use within the plan boundary, through land use recommendations and design guidelines. The Terms of Reference are enclosed as Appendix 1.

This Background Information and Issues Report is the first major step in the preparation of the Northlands Area Redevelopment Plan. The purpose of this report is to provide background information, clarify issues and provide a basis upon which Edmonton Northlands, the Borden Park Residents' Association and the Planning and Building Department may develop alternative land use and development concepts, and the ultimate land use and development plan for the Northlands Area Redevelopment Plan.

1.2 The Study Area

1.2.1 Location

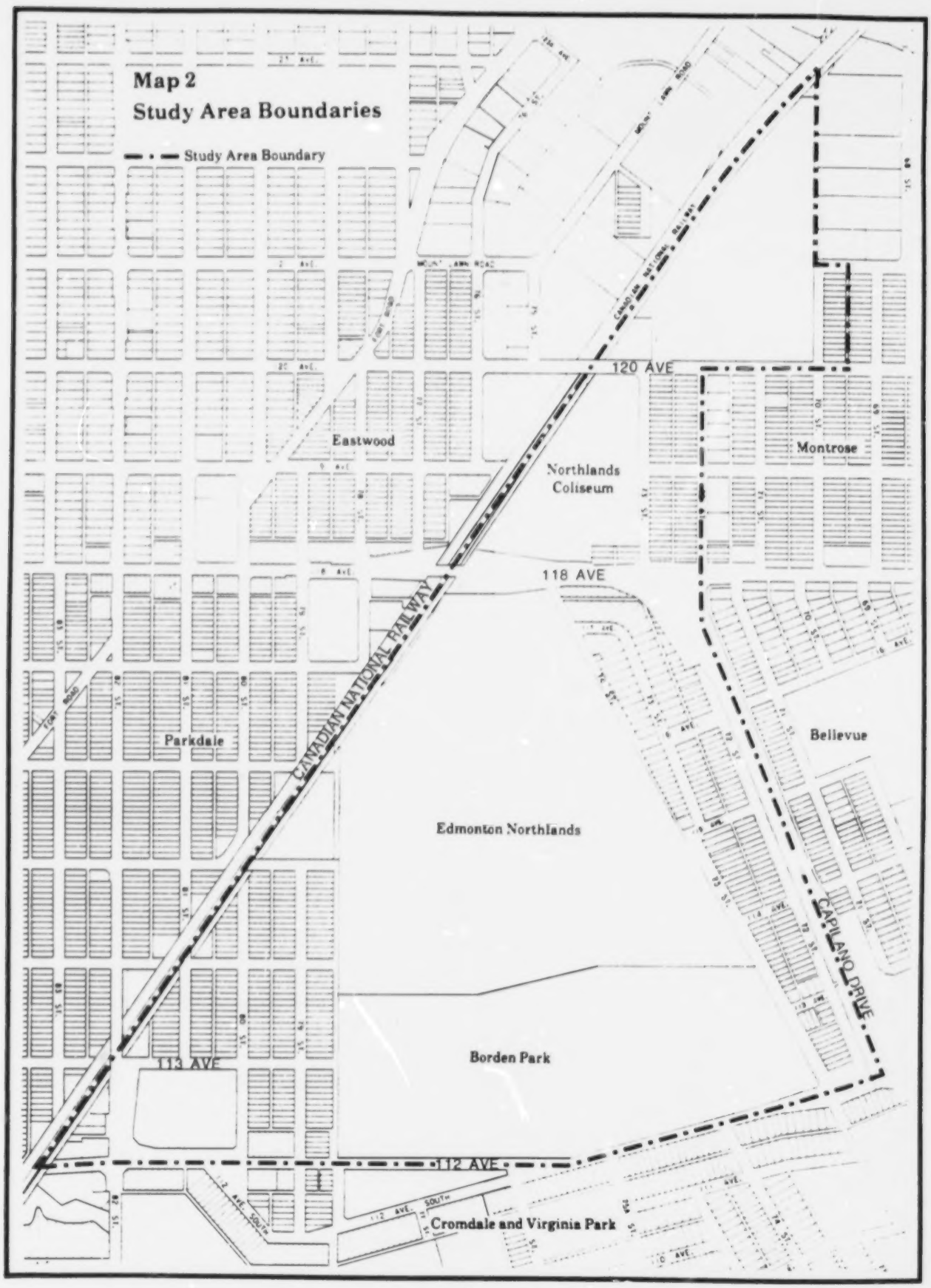
The Study Area is located in northeast central Edmonton, north of the North Saskatchewan River, with Edmonton Northlands as the focus within the area, the Northlands Coliseum as the landmark near the north end of the Study Area, and Commonwealth Stadium, a landmark feature southwest of the Study Area. The location of the Study Area within the City of Edmonton is shown on Map 1.

The Study Area includes portions of Bellevue and Cromdale communities, and is surrounded on the east, south and west by the older residential communities of Montrose/Santa Rosa, Bellevue, Highlands, Cromdale, Parkdale, and Eastwood, and by an older industrial area to the north, as shown on Map 2.

1.2.2 Boundaries

The Study Area, as defined by the terms of reference, consists of a 112.45 hectare irregular triangle of land, bounded on the south by 112 Avenue, on the west by the CNR/LRT right of way, and by approximately 68 Street and 72 Street/Capilano Drive on the east. The Study Area boundaries are clearly shown on Map 2.

The boundaries of the Study Area are not necessarily the final boundaries of the Area Redevelopment Plan itself. The land which will be subject to the Area Redevelopment Plan are however, contained within the Study Area boundary.


Map 2
Study Area Boundaries
Study Area Boundary
120 AVE
118 AVE
113 AVE
112 AVE
Eastwood
Northlands Coliseum
Montrose
Parkdale
Bellevue
Edmonton Northlands
Borden Park
Cromdale and Virginia Park
CANADIAN NATIONAL RAILWAY
CAPILANO DRIVE

1.3 History

Edmonton Northlands was registered on 1983 11 23. Originally founded as the Edmonton Industrial Exhibition Association Limited under the Company Ordinance of the Northwest Territories on 1899 08 21, the Association undertook the work of its predecessors, the Edmonton Agricultural Society and the Edmonton Industrial Association.

The history of the growth and development of the Association is lengthy and involved, commencing with the first agricultural exhibition at Fort Edmonton on 1879 10 15 and enduring through insecure beginnings to its present facility.

The following brief chronology provides a very basic outline of significant events in the history of Edmonton Northlands and the development of the surrounding community. Maps 3 and 4 which follow, provide an outline of the growth of Edmonton Northlands and the surrounding community from 1909 to 1986.

1879 10 15	The Edmonton Agricultural Society held the first agricultural exhibition at Fort Edmonton (the present site of the Alberta Legislature).
1882 10	The new Edmonton Agricultural Society held its first annual agricultural exhibition.
1884 07 01	Dominion Day sports and games celebrations began.
1884 10 09	The annual agricultural fair became a two day event.
1895 01 24	The Edmonton Agricultural Society decided to procure grounds and erect permanent buildings to establish an agricultural exhibition for Northern Alberta. From 1896 to 1900, The Edmonton Agricultural Society annual exhibitions were not held, although the South Edmonton (Strathcona) Society continued to hold its one day fall fair.
1899 02 02	The committee appointed by the Board of Trade to seek a permanent site purchased a 22.26 hectare site in Rossdale for exhibition grounds.
1899 02 23	The Edmonton Industrial Association was formed. The directors proposed to improve the recently purchased exhibition site by fencing the land and building a race track and to hold an agricultural show.
1899 07 01	Dominion Day sports and racing events and celebrations took place on the new exhibition site. The fenced grounds incorporated the grandstand and new race track.
1899 08 21	The Edmonton Industrial Exhibition Association Limited was incorporated as an agricultural/industrial society.

1900 07 01	The Industrial Exhibition Association held a two day Dominion Day celebration.
1901 07 01 to 07 04	The Edmonton Industrial Exhibition Association held its first annual fair. The four day Grand Summer Fair featured Citizens' Day, Old Timers' Day, Farmers' Day and Americans' Day. The summer fair incorporated the annual Dominion Day celebrations and fall Agricultural Fair.
1904 11 07	Edmonton became a City.
1905 09 05	Alberta was inaugurated a new province.
1905 09 05	Edmonton was inaugurated capital of Alberta.
1905 12 11	The Edmonton Industrial Exhibition Association offered the City the association grounds for park or recreation purposes. Council turned down the offer.
1906 01 09	City Council agreed to lease the site for one year and then purchase the grounds at the end of that year.
1906 07 02 to 07 05	The Edmonton Industrial Exhibition Association held the First Provincial Exhibition of Alberta.
1906 08 15	In search of a permanent site for the Exhibition, and with ratepayer approval of a bylaw to do so, Council purchased the Coronation Park site and the present exhibition/park site.
1907 01 07	City Council purchased the Rossdale site.
1907 06	City Council agreed to build an enclosure and support a small herd of buffalo at East End City Park. This was the beginning of a zoological garden, operated by the Edmonton Zoological Society.
1908 04 15	With the Dominion Fair now being hosted by Calgary, the need to establish a stable organization to operate the Edmonton fair by reorganizing the Edmonton Industrial Exhibition Association, resulted in the incorporation of the Edmonton Exhibition Association Limited. The Association was made up of 20 directors, two appointed by City Council, two appointed by the Provincial Government, ten elected by the stockholders, and 1 each from the Stock and the Poultry Association, the Canadian Manufacturers Association, the Horsebreeders Association, the Sheep Breeders, and Swine Breeders. The Association had one permanent employee.

1909 06 24 to 07 02	The present exhibition site became the permanent site of Edmonton's summer fair.
1909 09 14	City Council agreed to clear and survey the grounds, and construct new exhibition grounds buildings and a race track on the east end of the park, and approved bylaw to defray these expenses.
1910 08 24 to 08 27	The annual exhibition, complete with race track, livestock barns, grandstand, and buildings opened. Street railway service was provided by the Canadian National Railway and Grand Trunk Pacific Railway. In the years between 1910 and 1915, Edmonton experienced a growth boom.
1912 02 01	Edmonton and Strathcona merged, and with the merger, their competing summer fairs also merged.
1912 09	The Manufacturers Building was constructed.
1912	The exhibition became a six day affair, which it remained until 1967.
1913	Pari-mutuel betting was introduced.
1913 08 11	The Livestock Pavilion was opened.
1913 12 25	When the Thistle Rink was destroyed by fire the Livestock Pavilion became the Arena, and upon extension in 1948, the Edmonton Gardens. The exhibition site became a year-round use facility.
1915 01 01	The City and the Exhibition Association entered into the first formal agreement respecting their financial and lease arrangements.
1915	An amusement park including roller coaster and tunnel of love was developed along the south boundary, half on the exhibition grounds and half in Borden Park.
1915	The First World War brought troop training to the Exhibition Grounds. The site was jointly used, with some horse barns being converted to barracks.
1916	The fair was moved into the month of July.
1916 09 09	Borden Park was officially named.

1919	Borden Park, all 38.38 hectares of it, was added to the Exhibition site. A merry-go-round was added to the roller coaster and tunnel of love, and plans were made to construct the Borden Park swimming pool.
1924	The City constructed the Borden Park Pool.
1929	In the fall, a money bylaw for the construction of a new grandstand was put to the rate payers and defeated.
1930	Borden Park was taken back under City control.
1935	The roller coaster in Borden Park Funland was removed and the fence between the Exhibition site and Borden Park was reconstructed.
1938 03 10	The City and Association entered into a lease extension in which the Association was able to establish a permanent office in the arena building.
1941 06 02	The exhibition grounds were again used as military training grounds. The Association held only livestock shows in 1943.
1944 12 05	The City and the Association resumed their use and lease arrangements on the site.
1948	The Sales Pavilion was built on site.
1948	The arena was expanded to add 1,200 new seats at the south end, and renamed the Edmonton Gardens.
1950	A new 8,000 seat Grandstand replaced the old grandstand.
1951	City Parks Department took control of operating the Borden Park Zoo when the Edmonton Zoological Society disbanded in 1950.
1956 10 03	The City and Edmonton Exhibition Association entered into a new lease agreement wherein it was considered desirable and in the public interest that the Association should operate, manage and control the exhibition grounds and buildings.
1958 07 02	Borden Park was officially opened.
1959	Storyland Valley Zoo opened.
1960	The older wooden racing stables were replaced with a steel, concrete and brick complex containing 800 stalls and 125 tack rooms.

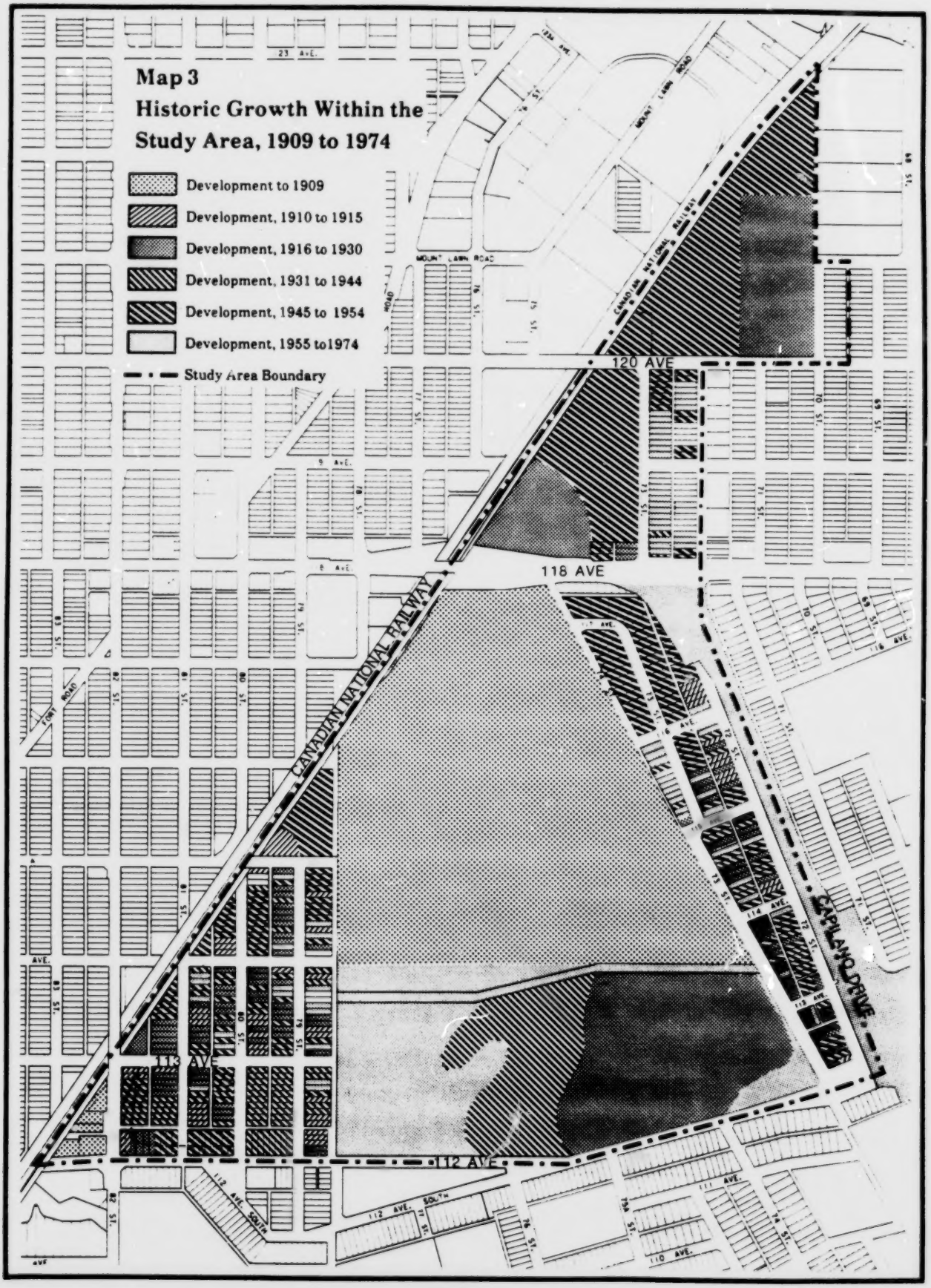
1962 04 16	The Klondike Days theme was adopted as the Exhibition's 1962 theme.
1962 08 07	A Coliseum Committee was formed and met to investigate construction of an ice arena.
1962 08 07	The City met with the Edmonton Exhibition Association to discuss a trade centre/convention centre/hockey arena downtown, to be helped run by the Association. The ratepayers rejected the concept.
1963	The Manufacturers Building was replaced by the Sports Exhibition Building, The Sportex.
1963	Klondike Village was designed and Northlands Park became the official name of the race track.
1963 02 14	The Klondike Days theme was adopted as the annual theme for the summer exhibition.
1966	The fire marshal closed the Gardens as a fire hazard. A major facility upgrading was undertaken immediately thereafter.
1969	The Capilano Bridge and Capilano Drive were constructed.
1969 01 30	The Edmonton Exhibition Association Limited requested that the lease agreement expiring May 31, 18974 be terminated and a new agreement for a term of 30 years be entered into so that the Edmonton Exhibition Association could qualify for provincial government loan guarantees under the Agriculture Societies Act. The new lease commenced on January 1, 1969 and terminates on December 31, 1999. Terms of the agreement include $1/year payable in advance for 1969 to 1973, subject to review every 5 years throughout the terms of the lease.
1971	The Edmonton Exhibition Association Committee undertook to hire a consultant to determine whether the Exhibition Association "should meet its expansion requirements at its present site or move to a new site".
1972 06 14	The Edmonton Exhibition Association requested City Council's assistance to acquire the necessary land surrounding the Exhibition Grounds to provide for the expansion of facilities and parking operated by the Association.

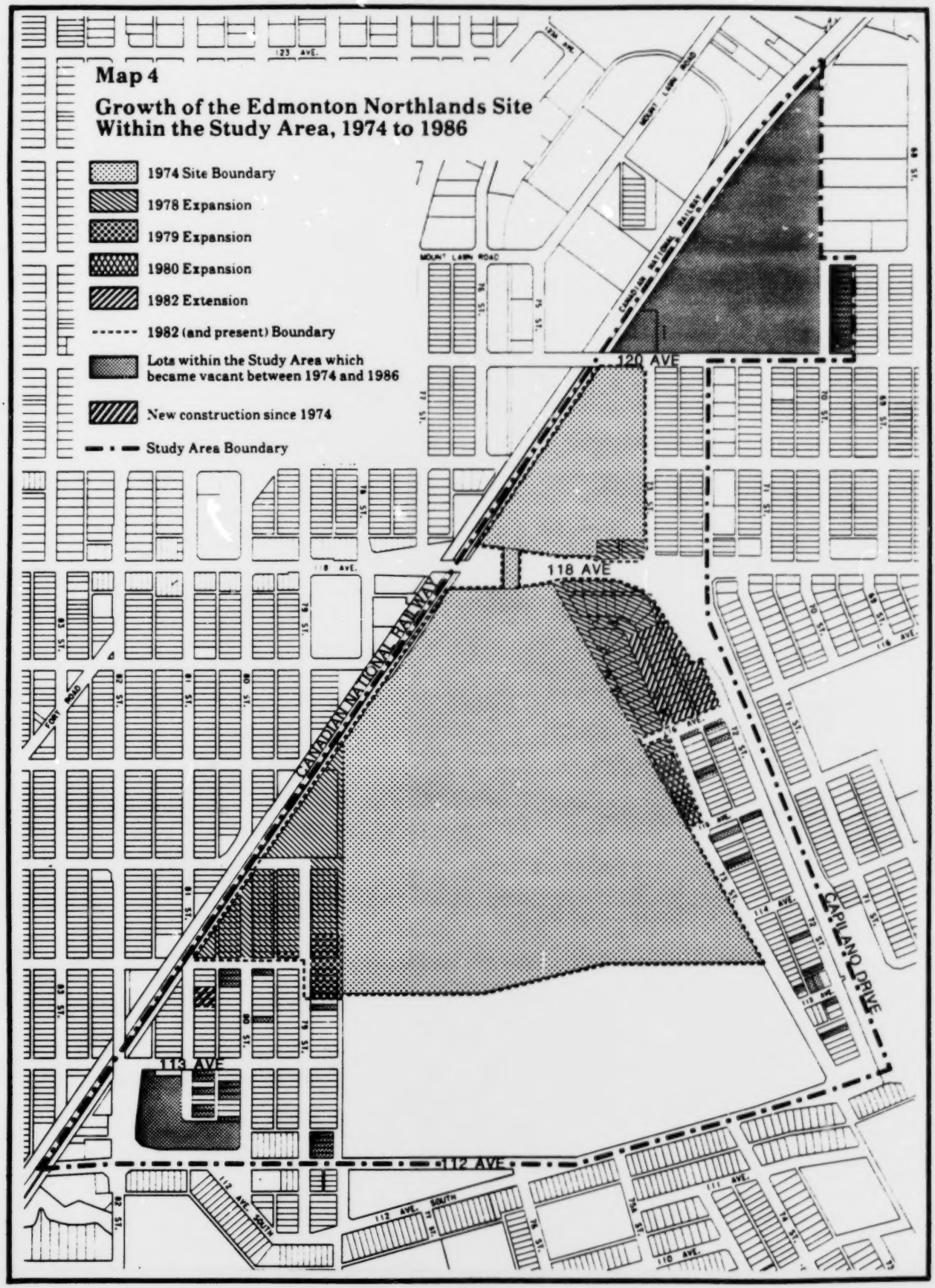
1972 06 19	City Council approved the following resolution and motion: "That this City Council approves the submission presented by the Board of Directors of the Edmonton Exhibition Association Ltd. for their capital expansion program and also approves the requested commitment of $370,000 per year for the next ten years to purchase the necessary land for the Association." A $10,700,000.00 expenditure was to facilitate the construction of a sports, trade and exhibit complex, the lengthening of and improvements to the race track complex and construction of a Food Fair Building, which later became the Golden Garter. An expansion area which included the lands east of 73 Street to Capilano Drive, between 112 and 116 Avenues, and west of the lane east of 79 Street, generally north of 114 Avenue, and south of the CNR tracks was recognized by Council. The Edmonton Exhibition Association was authorized to purchase land within this expansion area.
1972 09 29	Edmonton Exhibition Association purchased the Hayward Lumber site for the Coliseum.
1974	The race track was extended from a half-mile track to five-eighths of a mile.
1974 07 25	The City and Association amended the 1969 agreement to accommodate the lease of the lands north of 118 Avenue upon which the Edmonton Exhibition Association was constructing the Coliseum, and to accommodate the pedestrian bridge across 118 Avenue, and the service vehicle overpass adjacent to the CNR/LRT rail right-of-way.
1974 11 10	The Coliseum hosted its first Edmonton Oilers World Hockey Association hockey game.
1978	Art Park became a Borden Park event.
1978	Major Grandstand renovations were completed.
1978 09 18	City Council approved a resolution whereby the Exhibition Grounds and its approved expansion area were deleted from the area for which area redevelopment plans were being prepared.
1978 09 19	City Council resolved that an area redevelopment plan be prepared for the LRT Station Areas, towards implementation of the Northeast Light Rail Transit Corridor Study.

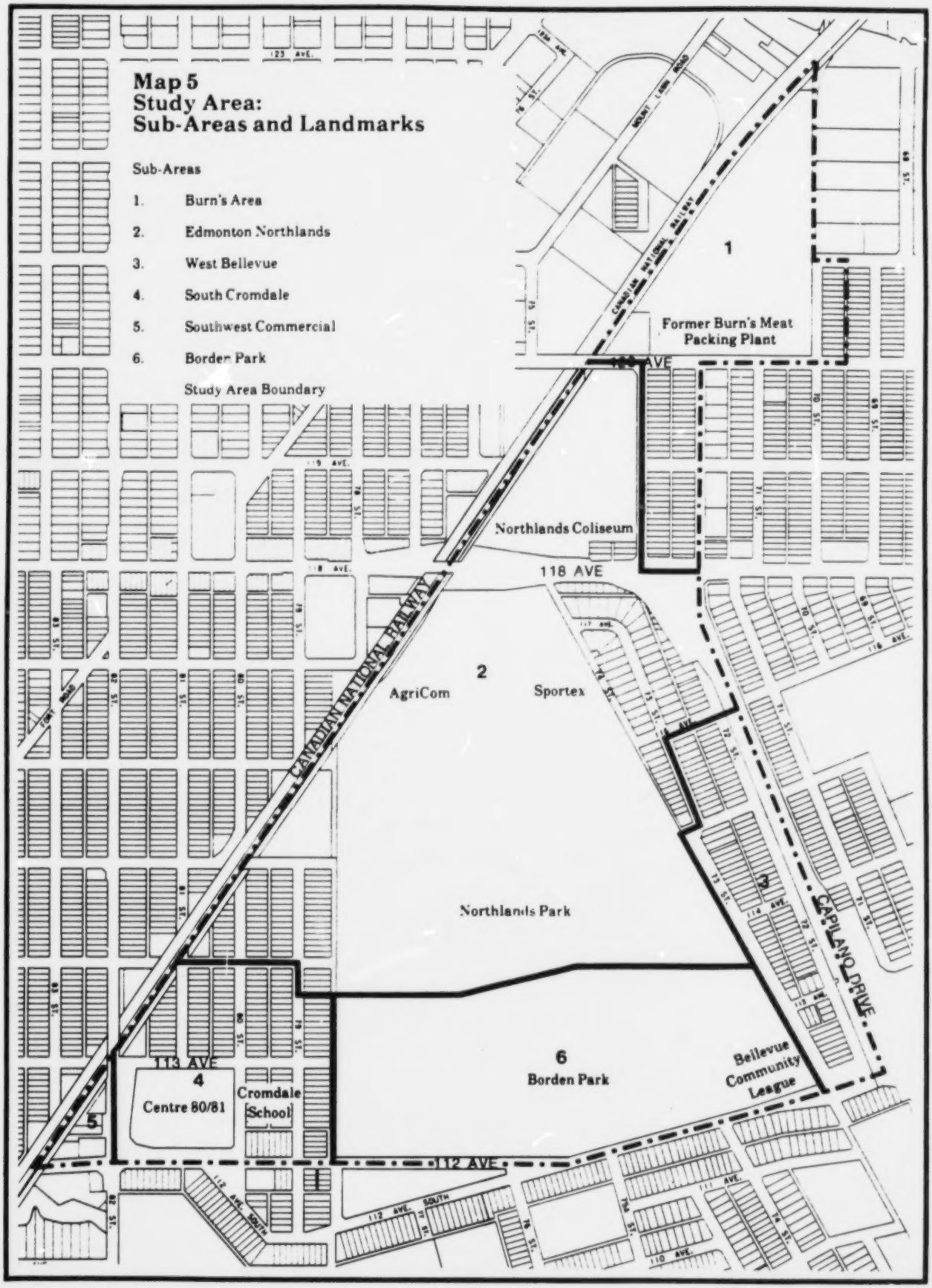
1978 09 19	City Council gave third reading to Bylaw 5445, to redistrict the Coliseum site, lands at the southwest corner of 118 Avenue and Capilano Drive, and lands generally north of 114 Avenue from the industrial and residential districts to the public service district to allow for the appropriate districting of the Coliseum site, the expansion of the Edmonton Exhibition Association, and the provision of accessory parking.
1978 10 24	City Council approved the following motion: "That we request the Edmonton Exhibition Association to explore the feasibility of establishing a seasonal amusement park similar to the concept of those amusement parks in areas such as Vancouver, B.C., Spokane and Seattle, Washington and Santa Cruz in California."
1978 11 14	City Council authorized the preparation of the Parkdale Area Redevelopment Plan.
1978	The Major Stadium Events Parking Ban went into effect.
1979	The Edmonton Oilers joined the National Hockey League.
1979 01 01	The Edmonton Exhibition Association adopted the trade name Edmonton Northlands.
1979 02 13	City Council approved the following motion: "That the Edmonton Exhibition Association give consideration to phasing the Klondike Theme into a Heritage and Cultural Theme."
1979 09 12	City Council gave third reading to Bylaw 5810, to redistrict lands north and south of 114 Avenue at 79 Street from the residential district to the public service district to allow for the expansion of Edmonton Northlands.
1979 10 16	City Council authorized the preparation of the Montrose/ Santa Rosa Area Redevelopment Plan.
1980	Edmonton Northlands approved a General Development Plan for its site, and the approved expansion area.
1980 03 25	City Council gave the Stadium/Coliseum Station Area Redevelopment Plan first reading.
1980 06 25	City Council gave third reading to Bylaw 6098, to redistrict ten lots south of 116 Avenue and west of 73 Street from the residential district to the public service district to allow for the expansion of Edmonton Northlands.

1980 09 09	City Council struck the Stadium/Coliseum Station Area Redevelopment Plan Bylaw, which had been given first reading.
1980 10 07	City Council gave third reading to Bylaw 6171 to allow the development of Centre 80/81 at the northeast corner of 112 Avenue and 82 Street.
1981 06 26	The Development Permit application was submitted for the AgriCom.
1981 10 22	The Development Permit application for the AgriCom was approved by the Development Appeal Board.
1981 11 01	The Northlands Parking Restrictions went into effect.
1982	Edmonton Gardens and the Sales Pavilion were demolished and construction of the AgriCom began.
1982 01 12	City Council authorized preparation of separate Area Redevelopment Plans for Parkdale, Montrose/Santa Rosa, the Coliseum and Stadium Station areas, and approved boundaries for each.
1982 07 19	The Borden Park Residents' Association submitted the "Borden Park Residents' Association Report 1982" to City Council for consideration.
1982 08 20	The Borden Park Residents' Association was incorporated.
1982 11 23	City Council gave third reading to Bylaw 6952, to allow development of the southwest corner of the intersection of 118 Avenue and Capilano Drive for parking for the Exhibition Grounds.
1983 01 11	City Council gave third reading to Bylaw 6767, the Montrose/Santa Rosa Area Redevelopment Plan.
1983 02 08	City Council gave third reading to Bylaw 6765, the Parkdale Area Redevelopment Plan.
1983 02 11	City Council gave third reading to Bylaw 6929, the Coliseum Station Area Redevelopment Plan.
1983 02 22	City Council gave third reading to Bylaw 6931, the Stadium Station Area Redevelopment Plan.
1983 06	Borden Park Pool was closed and plans were begun to contract the operation and maintenance. Edmonton Northlands began operation of the pool as a community service.

1983 11 23	Edmonton Northlands became the official company name of the former Edmonton Exhibition Association.
1983 12 13	City Council directed the City Administration to develop Terms of Reference for an Area Redevelopment Plan for the Edmonton Northlands area.
1984 04 14	Edmonton Northlands AgriCom officially opened and hosted the Great Trade Show and Cultural Exhibition of China.
1985 06 18	City Council directed the City Administration to prepare a Terms of Reference for the Northlands Area Redevelopment Plan in consultation with Edmonton Northlands and the Borden Park Residents' Association.
1985 07 09	City Council concurred in the Public Affairs Committee's recommendation to direct the City Administration to revise the Terms of Reference.
1985 11 26	City Council approved the Terms of Reference for the Edmonton Area Redevelopment Plan, and approved a boundary for the Northlands Study (see Appendix 1).


Map 3
Historic Growth Within the
Study Area, 1909 to 1974
Development to 1909
Development, 1910 to 1915
Development, 1916 to 1930
Development, 1931 to 1944
Development, 1945 to 1954
Development, 1955 to1974
Study Area Boundary
120 AVE
118 AVE
113 AVE
112 AVE
CANADIAN NATIONAL RAILWAY
CAPILANO DRIVE
MOUNT LAWN ROAD


Map 4
Growth of the Edmonton Northlands Site Within the Study Area, 1974 to 1986
1974 Site Boundary
1978 Expansion
1979 Expansion
1980 Expansion
1982 Extension
1982 (and present) Boundary
Lots within the Study Area which became vacant between 1974 and 1986
New construction since 1974
Study Area Boundary
120 AVE
118 AVE
113 AVE
112 AVE
CANADIAN NATIONAL RAILWAY
CAPILANO DRIVE
MOUNT LAWN ROAD
FORT ROAD


Map 5
Study Area:
Sub-Areas and Landmarks
Sub-Areas
1. Burn's Area
2. Edmonton Northlands
3. West Bellevue
4. South Cromdale
5. Southwest Commercial
6. Borden Park
Study Area Boundary
1
Former Burn's Meat Packing Plant
Northlands Coliseum
118 AVE
CANADIAN NATIONAL RAILWAY
2
AgriCom
Sportex
Northlands Park
3
CAPILANO DRIVE
113 AVE
4
Centre 80/81
Cromdale School
5
6
Borden Park
Bellevue Community League
112 AVE

CHAPTER II LAND USE CHARACTERISTICS

2.1 Existing Land Uses

2.1.1 Overview

The Study Area is made up of six sub-areas, as shown on Map 5, Sub-Areas and Landmarks. The Burns sub-area is the most northerly, and consists of the unused Burns site and the largest business component, located between 118 and 120 Avenues, and 72 and 73 Streets. Edmonton Northlands, consisting of the Coliseum site and the main exhibition grounds, is the second sub-area, and provides the focus of land use activities. The third and fourth sub-areas, west Bellevue and south Cromdale are the two residential enclaves and include those portions of the Bellevue and Cromdale neighbourhoods contained within the Study Area. The fifth sub-area is the Southwest Commercial sub-area, a smaller business component located in the triangle at the northwest corner of 82 Street and 112 Avenue, south of the CNR/LRT track. Borden Park is the sixth sub-area, and forms part of the southerly Study Area boundary.

Table 1, below, provides a general area calculation of land uses within the six sub-areas (not including roadways). Table 2 shows the area calculation by land use for the Study Area as defined by Map 6, the Existing Land Use Map.

TABLE 1

LAND USES WITHIN THE SUB-AREAS[1]

Land Use	Sub-Area						Total Area (in hectares)
	1 (Burns)	2 (Edmonton Northlands)	3 (West Bellevue)	4 (South Cromdale)	5 (Southwest Commercial)	6 (Borden Park)	
Residential							
Single			3.19	2.15			5.34
Two Unit			0.04	0.34			0.38
Three Unit			0.07	0.08			0.15
Total			3.30	2.57			5.87
Commercial	1.23			0.78	0.30		2.31
Industrial	1.03			0.11	0.23		1.37
Park						21.95	21.95
School				1.20			1.20
Utilities			0.004				0.004
Edmonton Northlands		48.95					48.95
Vacant	9.69		0.57	2.84			13.10
Total Area (in hectares)	11.95	48.95	3.87	7.50	0.53	21.95	94.75

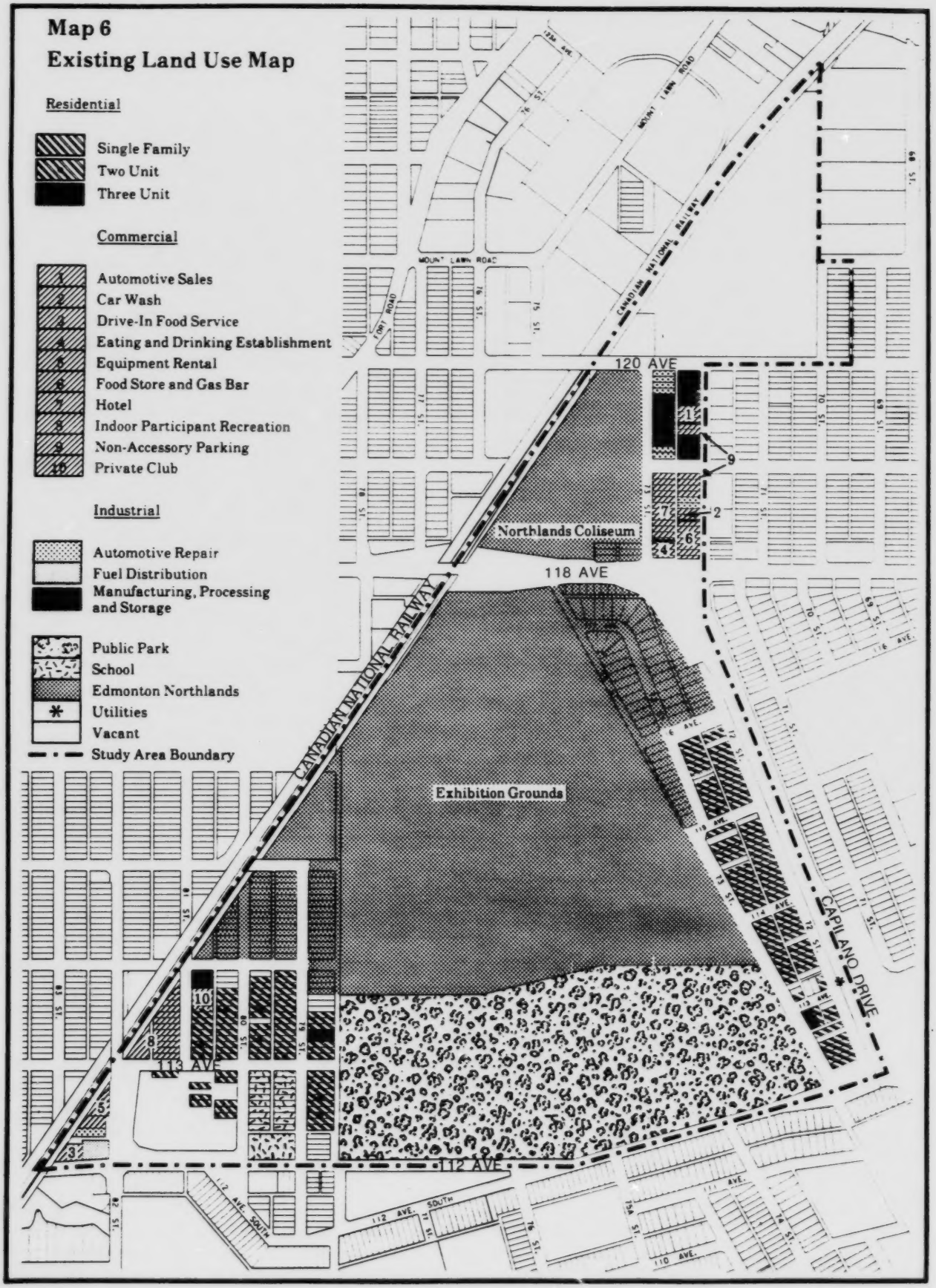
1 Not including roads

TABLE 2

LAND USES WITHIN THE STUDY AREA

Land Use Classification	Number of Sites	Area (in hectares)	Percent of Total Plan Area
Residential			
Single Family	127	5.34	4.8
Two Unit	9	0.38	0.3
Three Unit	4	0.15[1]	0.1
Sub-Total	140	5.87	5.2
Commercial			
Automotive Sales	1	0.11	
Car Wash	1	0.08	
Drive-In Food Service	1	0.11	
Eating and Drinking Establishment	1	0.10	
Equipment Rental	1	0.20	
Food Store and Gas Bar	1	0.25	
Hotel	1	0.45	
Indoor Participant Recreation	1	0.64	
Non-Accessory Parking	2	0.23	
Private Club	1	0.14	
Sub-Total	11	2.31	2.1
Industrial			
Automotive Repair Shop	3	0.31	
Fuel Distribution	2	0.23	
Manufacturing, Processing and Storage	9	0.83	
Sub-Total	14	1.37	1.2
Borden Park	1	21.95	19.5
Cromdale School	1	1.20	1.1
Edmonton Northlands			
Coliseum	2	5.89	5.2
Exhibition Grounds[2]	69	43.06	38.3
Sub-Total	71	48.95	43.5
Utilities	1	0.004	0.003
Rights-of-way (Roads/Lanes)	-	17.70	15.7
Vacant[3]	31	13.10	11.7
Total	270	112.45	100.0

1. This does not include the lot area of the mixed use building at the southeast corner of 114 Avenue and 81 Street. The residential use is considered ancillary to the industrial use.
2. Includes closed roads and lanes.
3. For the purposes of land use, the entire Centre 80 61 site and the Burn's site are considered vacant.


Map 6
Existing Land Use Map
Residential
Single Family
Two Unit
Three Unit
Commercial
1 Automotive Sales
2 Car Wash
3 Drive-In Food Service
4 Eating and Drinking Establishment
5 Equipment Rental
6 Food Store and Gas Bar
7 Hotel
8 Indoor Participant Recreation
9 Non-Accessory Parking
10 Private Club
Industrial
Automotive Repair
Fuel Distribution
Manufacturing, Processing and Storage
Public Park
School
Edmonton Northlands
Utilities
Vacant
Study Area Boundary
120 AVE
118 AVE
113 AVE
112 AVE
Northlands Coliseum
Exhibition Grounds
CANADIAN NATIONAL RAILWAY
CAPILANO DRIVE
MOUNT LAWN ROAD

2.1.2 Edmonton Northlands

Edmonton Northlands is the largest single land use in the Study Area. The Coliseum site is 5.89 hectares in area, and the Exhibition Grounds are 43.06 hectares in area. Within the grounds are a number of facilities and use areas including the Coliseum, Sportex, AgriCom and Grandstand, the Klondike Theme area, race track, horse barns and parking areas.

Map 7 shows the location of existing major facilities, and Table 3 below shows the size and capacity of these facilities.

There are two businesses located on the Edmonton Northlands site, Edmonton Northlands, and Pocklington Amalgamated (the Edmonton Oilers). As well, within the racing facility, there are 125 tack rooms for racing personnel.

TABLE 3

EDMONTON NORTHLANDS - MAJOR FACILITIES AND CAPACITY

Facility	Building Area (m^2)	Maximum Crowd (persons)
Coliseum	7895.5	17,309 hockey seated 192 sky suites 18,500 concert
Sportex	7508.3	3,000 convention 2,700 banquet 300 curling 150 ice rental
AgriCom		
A	4950	4,000
B	5400	4,000
C	7200	4,000
D	5800	4,000
Support	18594	
Total	41944	16,000
Grandstand:		
Outdoor Bleachers		4,600
Inside Bleachers		960
Inner Rail	1078	540
Derby Room (3rd Floor)		197
Terrace Dining (3rd Floor)		388
Terrace Lounge (3rd Floor)		100
Sky Paddock Dining		180
Sky Paddock Lounge		102
Largest Standing Room		5,000
Silver Slipper	772	500 banquet 600 meeting
Golder Garter	1539	1,000 banquet 1,500 meeting
Parking		
Coliseum		700
Exhibition		3,070
Total		3,770 spaces

Map 7
Edmonton Northlands Land Use Map

1. Northlands Coliseum
2. Northlands AgriCom
3. Northlands Administration Building
4. Sportex
5. Northlands Park
6. Race Track
7. Grandstand
8. North Horse Barn
9. West Horse Barn
10. Main Horse Barns
11. Cafeteria - Dormitory
12. Maintenance Building
13. Racing Offices
14. Silver Slipper
15. Golden Garter
16. Chilkoot Mine and Park
17. Slide
18. Storage
19. Parking
20. Bus Bay

✱ Gate

▪▪▪▪▪ Edmonton Northlands Site Boundary

2.1.3 Residential

The Study Area includes the residential enclaves of west Bellevue and south Cromdale. These are single family residential areas characterized by homes constructed between 1910 and 1965, in various conditions, with scattered vacant parcels throughout both areas.

Within these areas there are only single family, two unit, and three unit dwellings; there are no row housing or walkup apartment units.

2.1.4 Commercial

There are three areas of commercial development in the Study Area; a small retail triangle at the northwest corner of the intersection of 82 Street and 112 Avenue, another located on 81 Street between 113 and 114 Avenues, and a third located within the area bounded by 72 and 73 Streets and 118 and 120 Avenues, as shown on Map 6.

There are nine commercial businesses within the Study Area, offering a variety of commercial uses.

Adjacent to the Coliseum, on the east side of 73 Street, are an eating and drinking establishment and a hotel. Other commercial development in the northeast corner of the Study Area are vehicle oriented - i.e., a gas bar and convenience food store, a car wash, and a car sales lot. Within this area there are also two non-accessory parking lots.

Within the Cromdale south portion of the Study Area there is a roller skating rink in an old converted warehouse, and the Edmonton Ironworkers Building which is located in a newer brick building on the east side of 81 Street, south of 114 Avenue.

Two additional commercial uses are located in the 82 Street/112 Avenue triangle; a drive-in restaurant, located on 82 Street, and an equipment rental business, located on the west side of 112 Avenue.

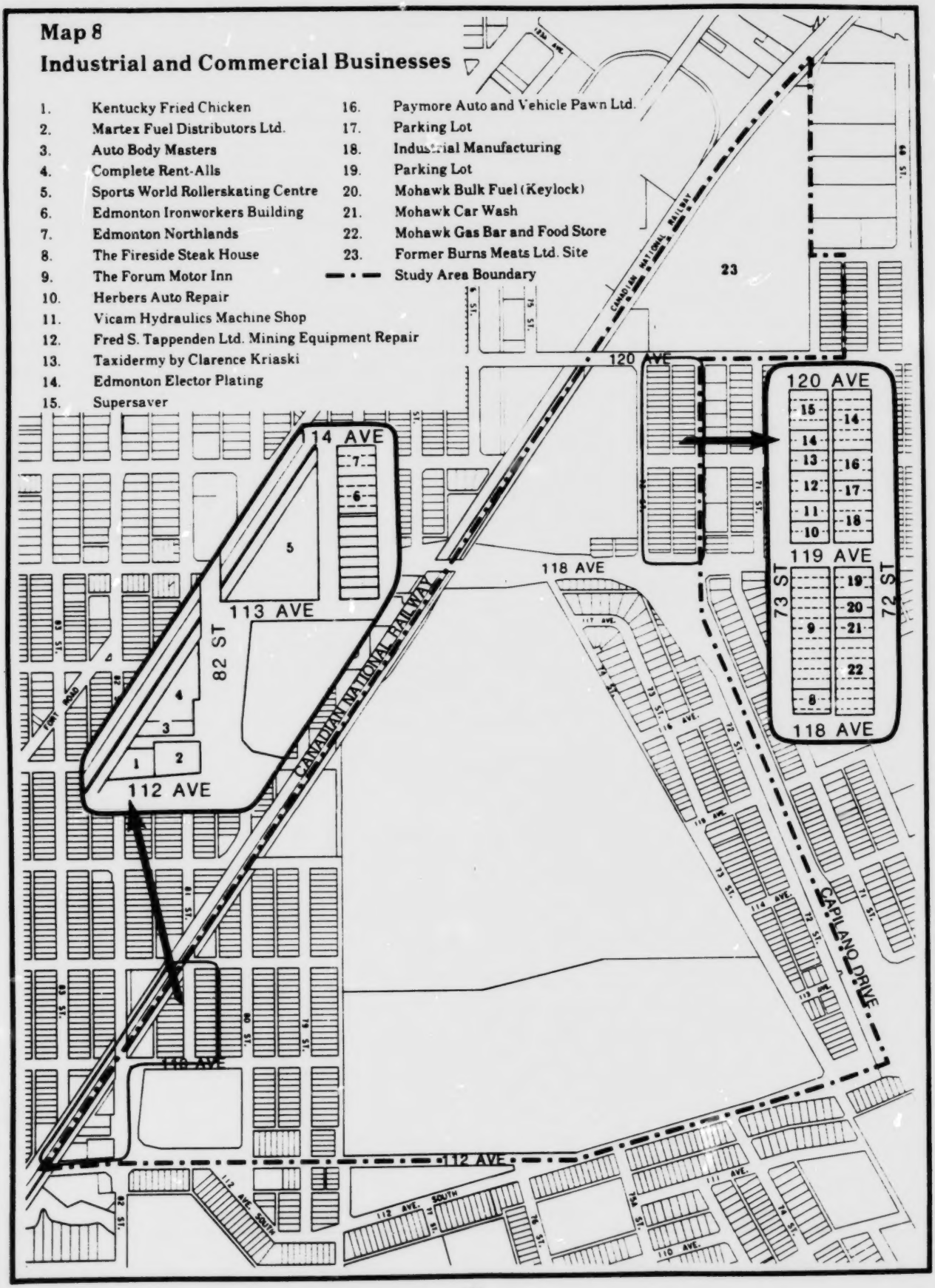
The individual businesses are shown on Map 8.

2.1.5 Industrial

Industrial uses are concentrated in the northerly portion of the Study Area, generally north of 119 Avenue.

The block bounded by 119 and 120 Avenues, and 72 and 73 Streets is an old industrial area, generally characterized by auto body shops and general industrial uses - manufacturing and processing. To the north, is the former Burns site and parking lot. This site is occasionally used for non-accessory parking during Edmonton Northlands events, but is otherwise unused. The vacant Burns plant remains on the site.

Map 8
Industrial and Commercial Businesses



There are four additional industrial uses in the Study Area. A fuel keylock operation is located on the west side of 72 Street south of 119 Avenue, and in the southwest corner of the Study Area, there are an auto body shop and fuel distribution operation located in the 82 Street/112 Avenue triangle, and Edmonton Northlands operates a general woodworking and maintenance shop at the southeast corner of the intersection of 114 Avenue and 81 Street.

The location of the following businesses are shown on Map 8.

1. Kentucky Fried Chicken
2. Martex Fuel Distributors Ltd.
3. Auto Body Masters
4. Complete Rent-Alls
5. Sports World Rollerskating Centre
6. Edmonton Ironworkers Building
7. Edmonton Northlands
8. The Fireside Steak House
9. The Forum Motor Inn
10. Herbers Auto Repair
11. Vicam Hydraulics Machine Shop
12. Fred S. Tappenden Ltd. Mining Equipment Repair
13. Taxidermy by Clarence Kriaski
14. Edmonton Elector Plating
15. Supersaver
16. Paymore Auto and Vehicle Pawn Ltd.
17. Parking Lot
18. Industrial Manufacturing
19. Parking Lot
20. Mohawk Bulk Fuel (Keylock)
21. Mohawk Car Wash
22. Mohawk Gas Bar and Food Store
23. Former Burns Meats Ltd. Site

2.1.6 Borden Park

Borden Park is a District level park, providing passive and active recreation facilities for residents within a 1.6 kilometre radius.

The Park was established as East End Park in 1906, and is one of the oldest parks in the City. The park was renamed Borden Park on September 9, 1916, in honour of Sir Robert Laird Borden, Prime Minister of Canada from 1911 to 1919.

The park is 21.95 hectares in area, and offers a variety of programmes and facilities. Existing facilities include three (3) baseball diamonds, four (4) tennis courts, an outdoor pool (operated for the City by a private organization), four (4) picnic sites (for 40 to 50 people each), other dispersed picnic sites, a band shell, playgrounds, two (2) wading pools, walking paths, rest rooms, maintenance yards and staff offices, and the Bellevue Community facility which is operated by the Bellevue Community League. Map 9 shows a close-up of the Borden Park facilities.

Borden Park is a high standard maintenance park. The vegetation is mature and offers a high quality passive park experience. Nine (9) full-time summer staff work to keep the park open seven days a week for sixteen hours per day. Programmes operating out of Borden Park include Art Park and a wading pool programme which operates seven days a week. Art Park is a major special event showcasing visual and performing artists. It is an event cosponsored by the Edmonton Parks and Recreation Department, the Edmonton Journal and the Art Park Society. Art Park operates five (5) Sundays in June and July, and attracts a daily total of between 2,000 and 5,000 visitors.

The park contains two parking areas; a large unpaved lot containing 940 spaces on the west side of the park, and a large paved lot containing 300 spaces on the north side of the park. There is an existing lease agreement which provides Edmonton Northlands control of the Borden Park parking areas for staging other events as agreed between the parties. The lease agreement provides for the free use of the east parking area for pool and park users during these events, and provides the City with one-half of the parking revenue after costs. The revenues are used by the Parks and Recreation Department to budget various department activities.

Additional parking within the park area includes 90 on-street angle parking spaces on the south side of Borden Park Road, and 135 parking spaces in the Bellevue Community League site.

Future plans for the Park include a review of the parking situation, and a review of the need for facility improvements to Borden pool.

Borden Park Road is a private road located within Borden Park. Access from the Park west to 79 Street is provided over the adjacent north/south lane, and through Lots 10 and 11, Block 24, Plan 5850 R.

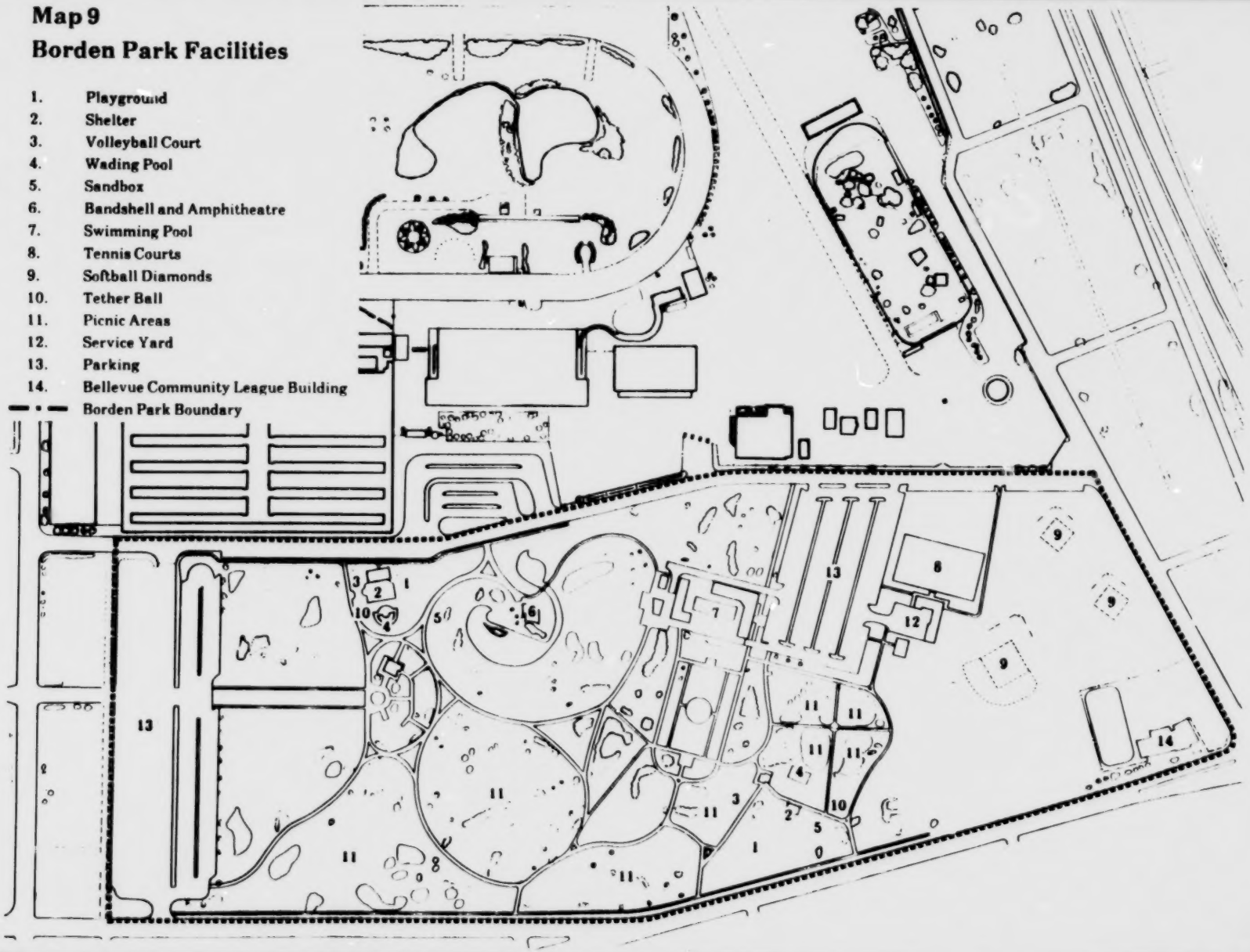
2.1.7 Cromdale Elementary School

Cromdale Elementary School occupies a 1.2 hectare block of land between 79 and 80 Streets and 112 and 113 Avenues. The school was opened in 1931, and closed on June 30, 1980 due to declining enrollments. The building is a two-storey brick structure containing 1,765.4 square metres. The school grounds include two overlapping field areas, one soccer field and a baseball diamond at the northwest corner of the site, and one soccer field and two baseball diamonds in the southerly portion of the site. There are also jumping pits located on the west side of the school site.

Map 9
Borden Park Facilities

1. Playground
2. Shelter
3. Volleyball Court
4. Wading Pool
5. Sandbox
6. Bandshell and Amphitheatre
7. Swimming Pool
8. Tennis Courts
9. Softball Diamonds
10. Tether Ball
11. Picnic Areas
12. Service Yard
13. Parking
14. Bellevue Community League Building

Borden Park Boundary



Since closure in 1980, Cromdale School has been used by the Edmonton Public School Board for staff custodial training classes, and storage, and has been made available for community meetings upon request.

In June 1987, the Edmonton Public School Board entered into a long term lease with the Edmonton Immigration Services Association. The Association will provide life skills services and interpretive services, teach English as a second language, provide meeting places for ethnic associations and provide counseling services. out of the Cromdale School building.

2.1.8 Vacant Lands

Within the residential enclaves of Bellevue west and south Cromdale are a number of vacant lots. In the west Bellevue area, there are a total of 14.3 vacant lots; in the south Cromdale area there are 13 vacant lots, not including the largely vacant Centre 80/81 site located at the northeast corner of the intersection of 82 Street and 112 Avenue. Since 1972 when Council recognized the west Bellevue area as the Edmonton Northlands expansion area, the acquisition of lands by the City, Edmonton Northlands and other private owners has resulted in the leasing and demolition of homes in the area.

2.2 Existing Districting

2.2.1 Land Use Districting Characteristics

Within the Study Area there are thirteen different Land Use Districts including four residential Districts (RF1, RA7, RA8 and RA9), three commercial Districts (CNC, CSC and CO), two industrial Districts (IM and IH), two institutional Districts (US and AP), and two direct control Districts (DC2 and DC5). The largest single component is institutional, which includes both Edmonton Northlands and Borden Park.

Map 10 shows the existing districting in the Study Area and around its perimeter. Table 4 provides a Land Use District breakdown by area. Table 5 explains the intent of the districts and clearly defines the nature, intent and status of the Direct Control Districts.

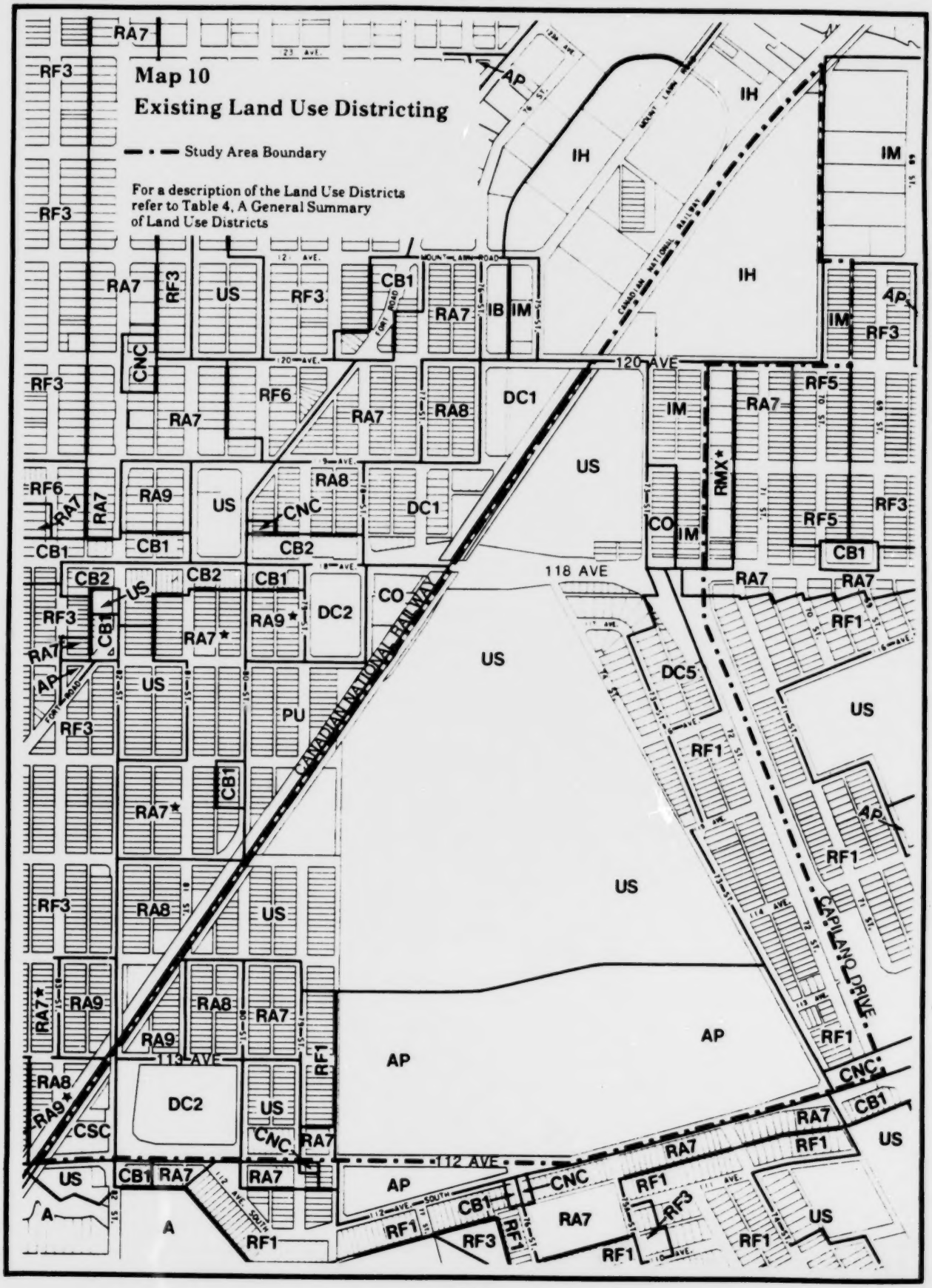

Map 10
Existing Land Use Districting
Study Area Boundary
For a description of the Land Use Districts refer to Table 4, A General Summary of Land Use Districts
CANADIAN NATIONAL RAILWAY
CAPILANO DRIVE
MOUNTAIN HIGHWAY
FORT ROAD
120 AVE
118 AVE
113 AVE
112 AVE
112 AVE SOUTH
RA7
RF3
RF6
RF5
RF1
RA8
RA9
RA7★
RA9★
RMX★
US
IH
IM
IB
CB1
CB2
CO
CNC
DC1
DC2
DC5
AP
PU
CSC
A

TABLE 4

AREA CALCULATIONS BY LAND USE DISTRICT

Land Use District	Number of Properties	Area (in hectares)	Percent of Total Plan Area
Residential			
RF1	114	4.80	4.3
RA7	33	1.28	1.1
RA8	23	1.11	1.0
RA9	1	0.64	0.6
Total	171	7.83	7.0
Commercial			
CSC	5	0.54	0.5
CO	2	0.55	0.5
Total	7	1.09	1.0
Industrial			
IM	14	2.28	2.0
IH	2	9.11	8.1
Total	16	11.39	10.1
Urban Services Districts			
US (Schools)	1	1.20	1.0
US (Edmonton Northlands)	49	47.85	42.6
Total	50	49.05	43.6
Public Parks District			
AP (Borden Park)	1	21.95	19.5
Direct Control Districts			
DC2 (Centre 80/81)	1	2.35	2.1
DC5 (Edmonton Northlands Parking)	22	1.09	1.0
Total	23	3.44	3.1
Total Use Area		94.75	84.3
Roads		17.70	15.7
Total	268	112.45	100.0

TABLE 5

A GENERAL SUMMARY OF LAND USE DISTRICTS

The following descriptions provide general information on the various Land Use Districts applied to guide and regulate the use and development of land in Edmonton. These are for your convenience only. The complete Land Use Bylaw (#5996) should be consulted in interpreting and applying the Bylaw.

District	Intent
Residential Districts	
RF1 - Single Detached Residential District	A District permitting single detached housing. Other residential and residential-related uses such as semi-detached, homecrafts and group homes may be approved at the discretion of the Development Officer, subject to the right of appeal to the Development Appeal Board.
RA7 - Low Rise Apartment District	A District permitting apartment, stacked row, and linked housing of not more than four storeys, developed to a maximum of 125 dwellings/ha on sites not exceeding 1.4 ha. Similar developments on larger sites, single detached, semi-detached and duplex housing are discretionary uses.
RA8 - Medium Rise Apartment District	A District permitting apartment, stacked row and linked housing, developed to a maximum of 225 dwellings/ha on suitably sized sites. Greater floor area may be developed if family-oriented housing is provided on the lower floors. Similar developments on larger sites, single detached, semi-detached and duplex housing are discretionary uses.
RA9 - High Rise Apartment District	A District permitting apartment, stacked row and linked housing, developed to a maximum of 325 dwellings/ha on suitably sized sites. In addition, similar developments on larger sites, single detached, semi-detached and duplex housing, personal service shops, convenience retail stores, professional offices and clinics are discretionary.

Table 5 (cont'd)

District	Intent
Commercial Districts	
CNC - Neighbourhood Convenience Commercial District	A District permitting low intensity convenience commercial and personal service uses serving day-to-day needs of residents with a maximum site area of 2.0 ha.
CSC - Shopping Centre District	A District permitting large shopping centre developments serving a community or regional trade area on a minimum site of 2.0 ha. Residential, office, entertainment and cultural uses may also be included within such complexes.
CO - Commercial Office District	A District permitting medium intensity office development on the periphery of the downtown, around Light Rail Transit stations, or other locations offering good accessibility by both automobile and public transit.
Industrial Districts	
IM - Medium Industrial District	A District permitting manufacturing, processing, assembly, distribution and repair uses, which carry out a portion of their operations outdoors or require storage areas outdoors.
IH - Heavy Industrial District	A District permitting major impact industrial uses which may have detrimental effects on adjacent uses due to noise, odour, or fire hazards.
Urban Services Districts	
US - Urban Service District	A District permitting public and privately owned facilities of an institutional or community service nature, such as schools or day care centres.
AP - Public Parks District	A District permitting active and passive recreational uses and landscaped buffers. Community and cultural uses are discretionary.

Table 5 (cont'd)

District	Intent
Direct Control Districts	
DC2 - Comprehensively Planned Development District	A Direct Control District for major comprehensively planned and designed development which could not be accommodated under other Land Use Districts. The use and development of the site is regulated through a development agreement between the City and the applicant. This specific DC2 was approved by City Council on 1980 10 07. The purpose of the district was to allow Centre 80/81, a comprehensive residential/commercial/recreational complex containing: · 769 residential units (322.1 units/hectare) · 5,374.3 square metres of commercial floor space · 1,472.9 square metres of recreational floor space · a 144 square metre day care facility · 844 parking spaces · a floor area ratio of 3.05 · 4 buildings, maximum height 16 storeys The DC2 Development Agreement has expired, therefore the status of the site is that the lands must be redistricted to allow redevelopment.
DC5 - Site Specific Development Control District	A Direct Control District to provide site specific land use regulations, to address circumstances for which regulations and control by means of other Land Use District would be inappropriate and inadequate. This specific DC5 District was approved by City Council on 1982 11 23. The purpose of the District is to establish a site specific development control district to allow for the development of surface parking for Edmonton Northlands, in a manner that will be compatible with the low density residential neighbourhood to the south. The DC5 District incorporates landscaping and restrictions on use to achieve this general purpose. See Appendix 1.

Table 5 (cont'd)

District	Intent
Peripheral Districts	
RF3 - Low Density Redevelopment District	A District usually applied to existing developed areas permitting single and semi-detached housing. On appropriately sized sites, duplex housing and up to four units of row or apartment housing are discretionary uses, through conversion, infill or redevelopment.
RMX - Residential Mixed Use District	A District allowing a mixture of residential uses or a mixture of residential, commercial and community service uses. The Montrose Santa Rosa Area Redevelopment Plan designates this area primarily for adult oriented apartment accommodation and related commercial uses which compliment the high accessibility to this location on the Capilano Expressway, in close proximity to LRT.
A - Metropolitan Recreation District	A District applied to natural areas and parkland adjacent to rivers, creeks, ravines and other areas intended for active and passive recreational and environmental protection. Permitted uses include public parks, and farms and single family housing on sites greater than 8 ha.

2.3 Land Ownership

2.3.1 Land Ownership Characteristics

Since 1972 when City Council approved the Edmonton Exhibition Association Ltd.'s capital expansion programme, and committed funds for the purchase of land for expansion, the City and Edmonton Northlands have been acquiring lands within the Study Area.

Land ownership within this area is shown on Map 11. Table 6 provides an area breakdown of ownership within the Study Area, Table 7 provides a breakdown of ownership in the west Bellevue and south Cromdale enclaves, and Figure 1 demonstrates the ownership patterns in the Study Area.

TABLE 6

LAND OWNERSHIP WITHIN THE STUDY AREA

Sub-Area	Land Owners					Total Area (in hectares)
	Private	City of Edmonton	Edmonton Northlands	Edmonton Public School Board	Northwestern Utilities	
1 (Burns)	1.760	10.185	-	-	-	11.945
2 (Edmonton Northlands)	-	48.405	0.540	-	-	48.945
3 (West Bellevue)	1.234	0.321	2.313	-	0.004	3.872
4 (South Cromdale)	4.144	0.491	1.670	1.196	-	7.501
5 (Southwest Commercial)	0.334	0.201	-	-	-	0.535
6 (Borden Park)	-	21.954	-	-	-	21.954
Total Area	7.472	81.557	4.523	1.196	0.004	94.752
Percent of Study Area	7.89	86.07	4.77	1.26	0.004	100.00

As shown in Figure 1, the City of Edmonton is the major land owner within the Study Area, owning 86.1 percent of the lands. A total of 7.9 percent of the Study Area is privately owned. Within the individual residential enclaves of west Bellevue and south Cromdale, the land ownership situation varies. As shown in the comparison pie charts, the major land owner in west Bellevue is Edmonton Northlands which owns or controls over one-half of the lands (50.7%). Approximately 31.9 percent of the lands are privately owned, the City of Edmonton owns 8.3 percent, and Northwestern Utilities owns a 0.0037 hectare utility lot.

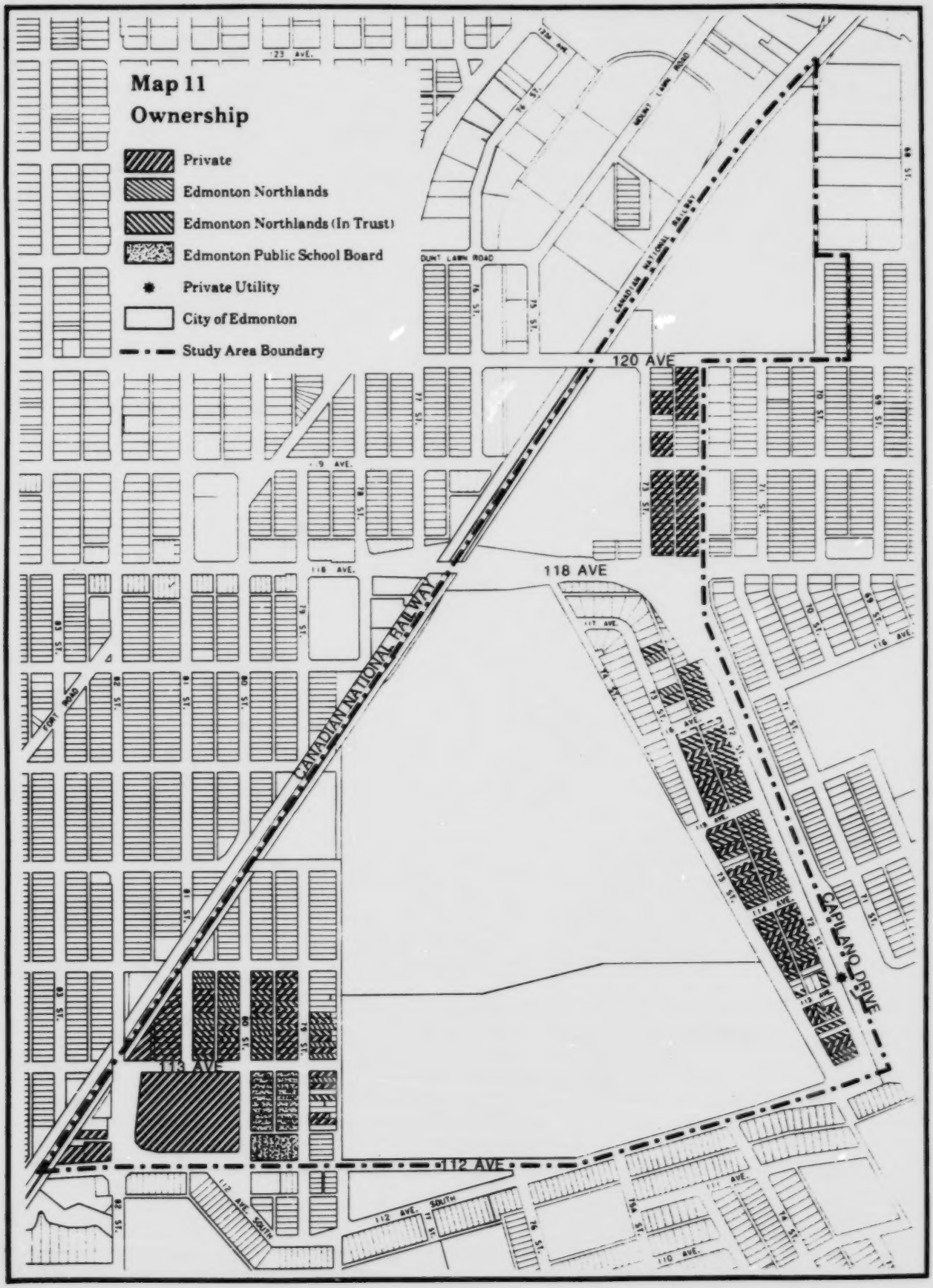

Map 11
Ownership
Private
Edmonton Northlands
Edmonton Northlands (In Trust)
Edmonton Public School Board
Private Utility
City of Edmonton
Study Area Boundary
120 AVE
118 AVE
112 AVE
CANADIAN NATIONAL RAILWAY
CAPILANO DRIVE
DUNT LAWN ROAD
FORT ROAD

TABLE 7

LAND OWNERSHIP WITHIN THE WEST BELLEVUE AND SOUTH CROMDALE SUB-AREAS

Landowners	Sub-Areas					
	3 (West Bellevue)		4 (South Cromdale)		3 and 4	
	Area (in ha)	%	Area (in ha)	%	Area (in ha)	%
Private	1.234	31.9	4.144	55.3	5.378	47.29
City of Edmonton	0.321	8.3	0.491	6.5	0.812	7.14
Edmonton Northlands [1]	2.313	59.7	1.670	22.3	3.983	35.03
Edmonton Public School Board	-	-	1.196	15.9	1.196	10.51
Northwestern Utilities	0.004	0.1	-	-	0.004	0.03
Total	3.872	100.0	7.501	100.0	11.373	100.00

[1] This includes lands owned and in trust.

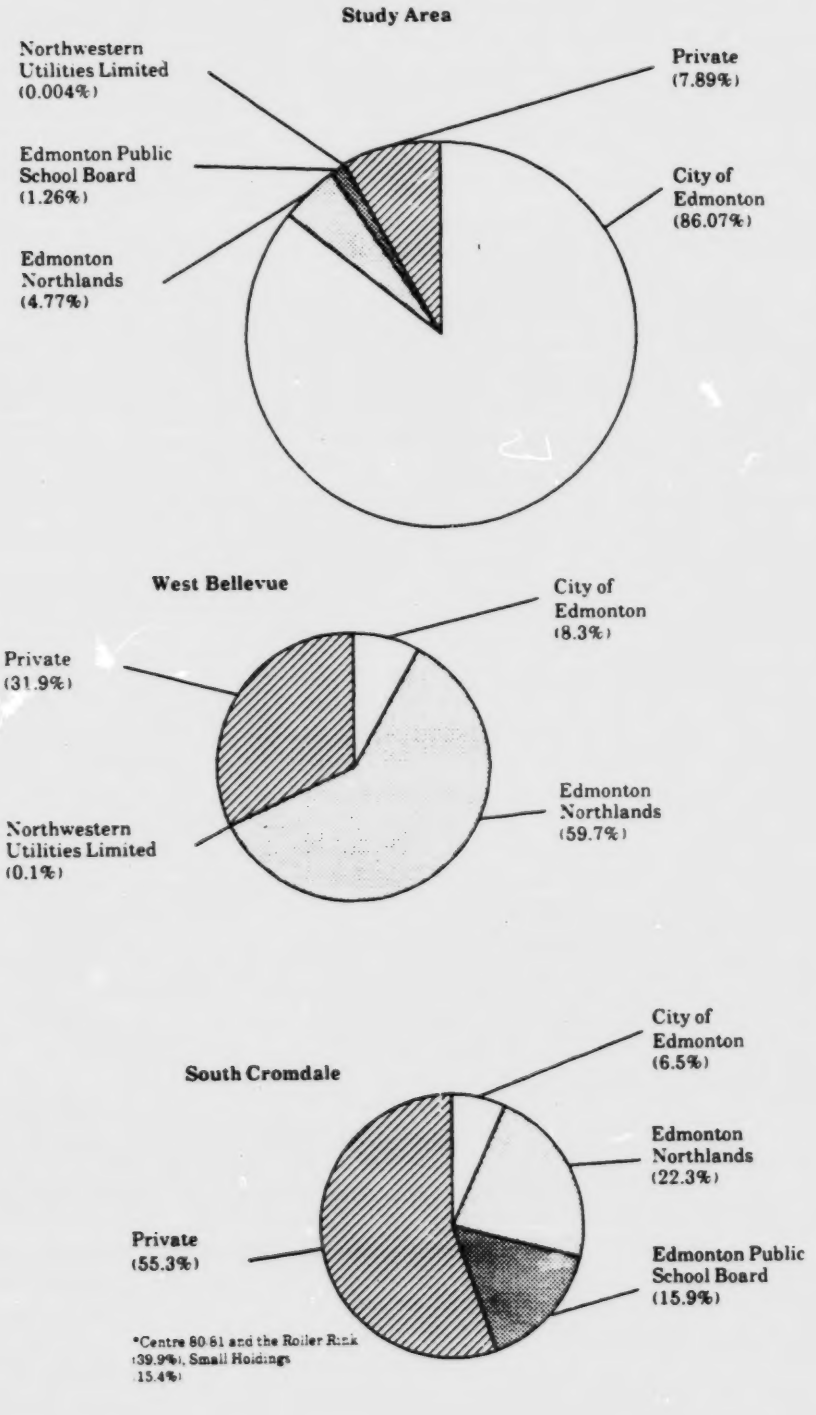
In the Cromdale area, 55.3 percent of the land is privately owned. The Centre 80/81 site located at the northeast corner of the intersection of 112 Avenue and 82 Street, and the roller rink site located at the northwest corner of the intersection of 113 Avenue and 81 Street represent 39.9 percent of the lands. Approximately 15.4 percent of the lands are privately held in small ownerships. Edmonton Northlands owns and controls 22.3 percent of the lands. The Edmonton Public School Board owns the Cromdale School site and thereby owns 6.5 percent of the lands in the south Cromdale area. The City of Edmonton owns 15.6 percent of the area.

A review of the west Bellevue and south Cromdale sub-areas in isolation reveals that these sub-areas combined are 53 percent publicly owned and 47 percent privately owned.

An overview of the land ownership within the 1972 Council approved Expansion Area reveals that the City and Edmonton Northlands control 68.1 percent of the lands in the Bellevue enclave, which are contained within the Expansion Area. Map 12 shows land control in the expansion area by Edmonton Northlands and the City, and shows land control in the South Cromdale enclave by the City, Edmonton Northlands, the School Board and private citizens.

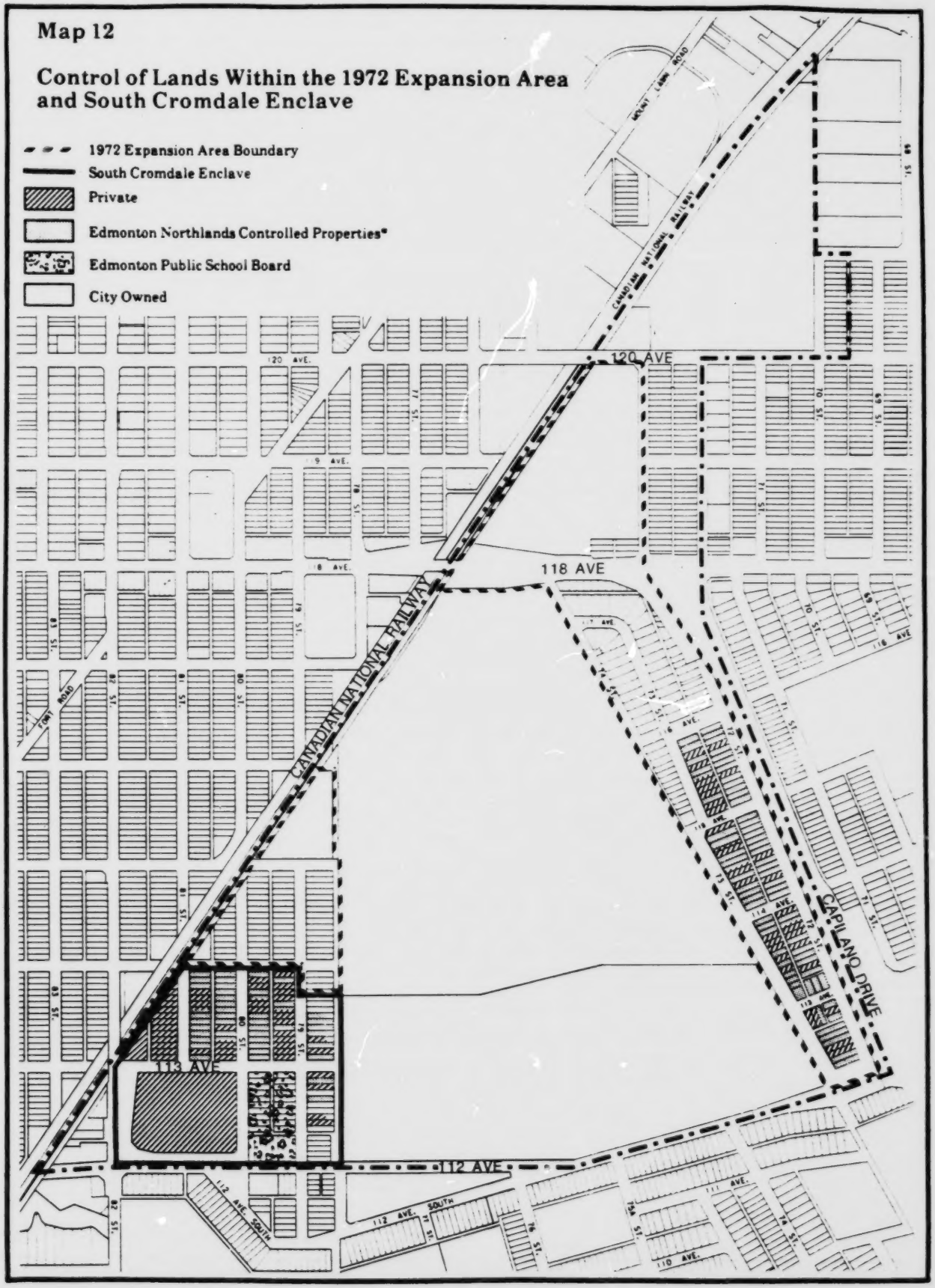
FIGURE 1

LAND OWNERSHIP PATTERNS



Map 12

Control of Lands Within the 1972 Expansion Area and South Cromdale Enclave



2.4 Land Use Policy Affecting the Study Area

2.4.1 General Municipal Plan

The General Municipal Plan, adopted in 1980, provides the following policy guidelines which impact the preparation of a redevelopment strategy for the Study Area.

Section 2.A of the General Municipal Plan identifies the Growth Strategy, Council's objective to accommodate and manage the future growth of the City. The Growth Strategy contains eighteen (18) key components to facilitate employment, strengthen the tax base, provide adequate, affordable housing, an efficient transportation system, orderly expansion, a high quality urban environment, the efficient provision of services, upgrading of the existing housing stock, to create new integrated neighbourhoods, preserve the natural environment and promote energy efficiency. Policy 2.A.1 states that it is the policy of City Council that "The City will adopt a strategy for accommodating growth in a more concentrated fashion...".

The Study Area lies within the inner city residential area, adjacent to existing LRT routes and two LRT stations. Chart 2.1 identifies a number of key components related to, among other things, the pattern of development and transportation elements to achieve this Growth Strategy. The following two components of the Growth Strategy provide direction for future growth and development in the Study Area:

Policy

"8. Office decentralization to Town Centres, LRT Stations and other selected locations along major transportation routes.

11. A strong emphasis on the public transit component of the Transportation System."

Clause 2.2 identifies preferred residential growth in the inner city areas, with emphasis on the Coliseum and Stadium LRT Stations. As well, development of office and retail space in mixed use, medium height (10 storey) buildings (including residential development) is advocated.

In concert with the Growth Strategy, Objective 5.B of the General Municipal Plan states that it is Council's objective "To increase the amount of future housing accommodated in the inner city, with a strong emphasis on family housing and requiring redevelopment to occur on a dispersed basis rather than concentrated in only a few areas. Policy 5.B.3 states that an assessment of alternative patterns will be undertaken, using density and build form guidelines identified in Charts 5.1 and 5.2. Policy 5.B.6 states that as part of the Area Redevelopment Plan process, guidelines to be utilized in the establishment of density nodes include the following:

"(a) an increase in the density of development should be limited to a radius of 365 metres (1,200 feet) or 3 blocks, whichever is greater, from the centre of Light Rail Transit, District or downtown/inner city activity centre as outlined in Chart 5.2;

(b) development within the area described in (a) should reflect a transition between the centre and edge, as outlined in Chart 5.2, by requiring:

i) the highest height, dwelling unit density, and building intensity to occur within or adjacent to the centre. These residential developments are likely to be part of mixed use buildings or projects totally or predominantly oriented to non-family households and childless couples; and

ii) the development at the edge to be integrated with the residential development adjacent to the activity centre, if any, in terms of building height and intensity, dwelling unit density, and the provision of dwelling units with family suitable characteristics."

Objective 5.G of the General Municipal Plan states that it is Council's objective "To maintain policies from existing neighbourhood plans until the policies of these plans would be reviewed as part of the District Planning Program". Policy 5.G.1 identifies both the Montrose/Santa Rosa and Parkdale Area Redevelopment Plans which overlap the Study Area and the adjacent Coliseum Station and Stadium Station Area Redevelopment Plans.

To reinforce statements in the growth strategy concerning the establishment of employment nodes, the General Municipal Plan includes Policy 6.A.4 and guidelines in Policies 6.F.3, 6.F.4 and 6.F.5, which establish locational requirements, design guidelines and procedural requirements for their establishment.

The General Municipal Plan also identifies Council's objective "To minimize the impact of Transportation on Inner City Communities". Policies 8.D.2, 8.D.3 and 8.D.4 state that through Area Redevelopment Plans the City will investigate and, where feasible, implement measures to discourage community disruption by existing and new transportation facilities, and develop land use and transportation plans for existing neighbourhoods which minimize conflicts between the community and transportation facilities.

2.4.2 The Northeast Light Rail Transit Corridor Study

In 1978, du Toit Associates Ltd. submitted a land use planning strategy for the development of the northeast LRT corridor to City Council. The Study, entitled the Northeast Light Rail Transit Corridor Study - Land Use Plans, was adopted by Council as amended.

The NELRTC Study did not specifically deal with the Edmonton Northlands site, except within the context of the station areas and the LRT tracks. It did, however, contain the following recommendations concerning the Exhibition and the use and development of the surrounding adjacent communities.

The Study contained the following specific planning strategies and recommendations concerning the Exhibition Grounds:

"1. The Exhibition boundary should be restricted to those approved in 1972. The grounds should be developed in accordance with a long range development program. Access should be limited to major arterials, and the edge of the property should be landscaped. A parking ban on surrounding streets should be established during major events."

The Study proposed multiple family row housing in the area south of 114 Avenue and generally west of 82 Street and between 112 and 113 Avenues and 78 and 79 Streets, with single family development in the remainder of the Cromdale area.

It also proposed the development of medium industrial uses and street related retail uses in the block bounded by 118 and 120 Avenues between the lane west of 71 Street and 73 Street.

The Study proposed to redistrict the Coliseum site, the land north of 114 Avenue between the LRT trackage and 78 Street for Exhibition uses, and also proposed to redistrict the west Bellevue residential enclave for future Exhibition uses.

The Land Use and Circulation and Built-Form Demonstration Plans are shown in Appendix 2.

2.4.3 Approved Area Redevelopment Plans

With the advent of Light Rail Transit and the development of Northlands Coliseum and Commonwealth Stadium, the area between Jasper and 120 Avenues along the CNR track line has been an area of extensive study.

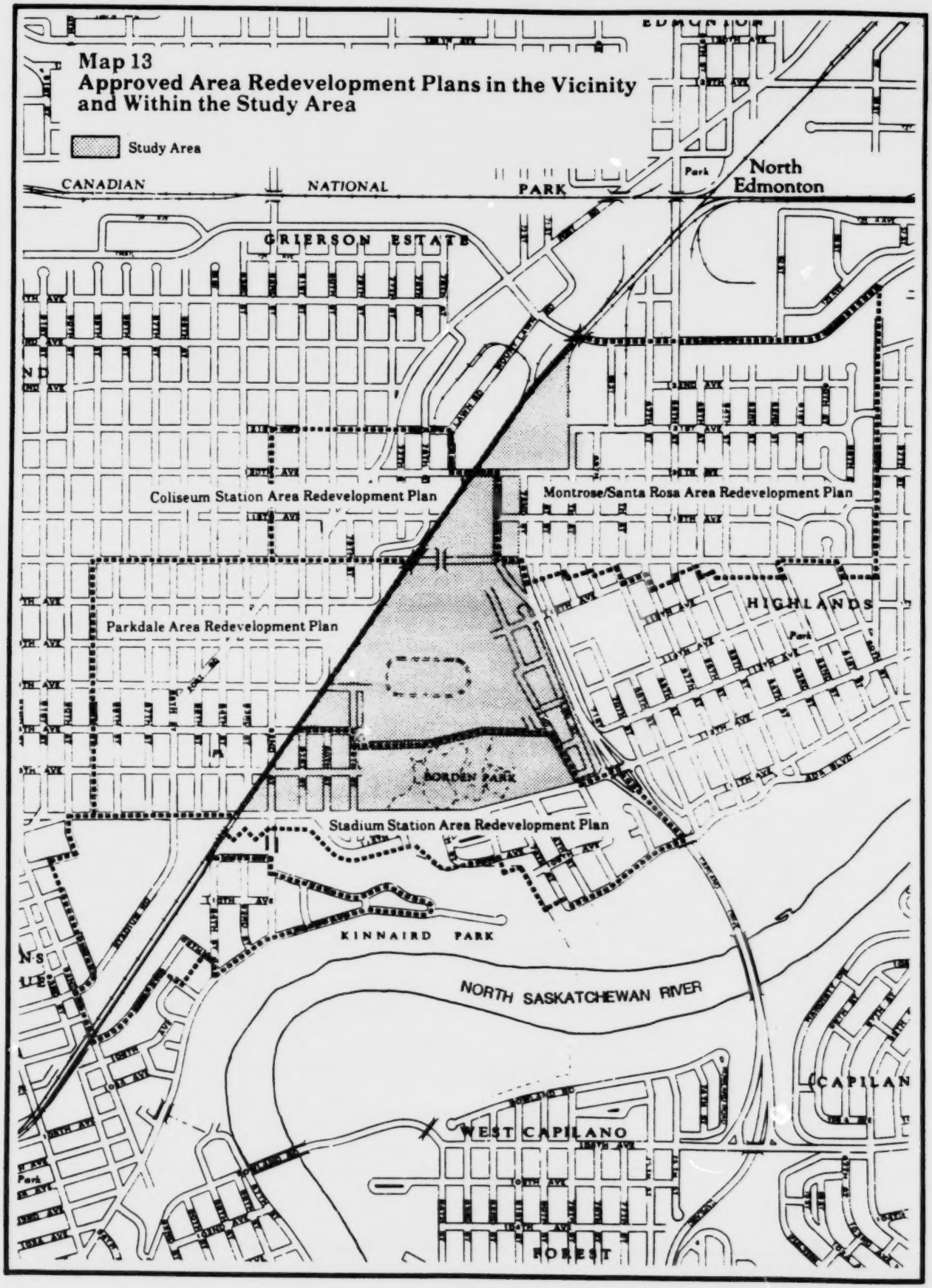
Since 1982, four (4) Area Redevelopment Plans have been approved by Council in the area:

Montrose/Santa Rosa Area Redevelopment Plan (Bylaw 6767)	1983 01 11
Parkdale Area Redevelopment Plan (Bylaw 6765)	1983 02 08
Coliseum Station Area Redevelopment Plan (Bylaw 6929)	1983 02 11
Stadium Station Area Redevelopment Plan (Bylaw 6931)	1983 02 22

The Area Redevelopment Plans of specific concern are the Stadium Station and Montrose/Santa Rosa Plans, which overlap the Northlands Area Redevelopment Plan Study Area boundary. To understand the intended development of those neighbourhoods northwest of the CNR/LRT tracks and the land use implication, the Coliseum Station and Parkdale Plans are also of importance.

The boundaries of these area redevelopment plans are identified on Map 13.

The Edmonton Northlands site was not included in any of the previous area redevelopment plans within the area, in accordance with Council's resolution of 1978 09 18.


Map 13
Approved Area Redevelopment Plans in the Vicinity and Within the Study Area
Study Area
CANADIAN
NATIONAL
PARK
North Edmonton
GRIERSON ESTATE
Coliseum Station Area Redevelopment Plan
Montrose/Santa Rosa Area Redevelopment Plan
Parkdale Area Redevelopment Plan
HIGHLANDS
BORDEN PARK
Stadium Station Area Redevelopment Plan
KINNAIRD PARK
NORTH SASKATCHEWAN RIVER
WEST CAPILANO

2.4.3.1 The Montrose/Santa Rosa Area Redevelopment Plan

The westerly portion of the Montrose/Santa Rosa Plan overlaps with the Northlands Area Redevelopment Plan Study Area. The Montrose/Santa Rosa Plan recognized the Capilano Drive Extension and provided for the development of commercial office uses between 72 and 73 Streets between 118 and 119 Avenues and the continuation of medium industrial uses within the remainder of the block bounded by 119 and 120 Avenues and 72 and 73 Streets until such time as the Capilano Extension takes place. It was intended that remnant parcels might be utilized by Edmonton Northlands for Northlands related uses, such as parking.

The Plan indicated urban service uses for the small triangle of land isolated west of the proposed extension and north of 120 Avenue, intending that these lands might be incorporated into the Coliseum site for parking purposes.

That portion of the vacant former Burns site south of 121 Avenue, was designated for medium to high density residential uses to be accomplished through direct control districting. The Burns site included the block immediately adjacent this site, east of 70 Street between 120 and 121 Avenue.

The area immediately north of 121 Avenue is shown as commercial office and the large area to the north of these lands is shown for medium industrial and industrial business uses. The remainder of the plan area is outside the study area boundary. The Montrose/Santa Rosa Plan proposes largely residential uses east of the study area, with some commercial development adjacent to 118 Avenue, and at the intersection of 66 Street and the Yellowhead Trail.

The Montrose/Santa Rosa Plan also proposes that 120 Avenue no longer function as an arterial, and that 121 Avenue be developed as a major access road to the area west of 73 Street, including the Northlands Coliseum, the Burn's site and the area north of 121 Avenue.

2.4.3.2 The Stadium Station Area Redevelopment Plan

The Study Area includes the area identified in the Stadium Station Plan as Sub-Area 4 - Cromdale North Sub-Area. This area is bounded by 112 and 114 Avenue/Borden Park Road, 78 Street and the CNR/LRT tracks. As well, Borden Park is included in the study area, in Sub-Area 6 of the Plan. Within Sub-Area 4 - Cromdale North Sub-Area, the intent of the Plan is to provide for a significant amount of residential development at medium and high densities with ancillary commercial and office facilities. The Plan proposed to address park space deficiencies through the use of the Cromdale School site, and to provide for the long range development of Edmonton Northlands' land holdings.

The Plan summarizes the focus of policies for this sub-area as being:

> "to provide for a range of medium to high density development which can take advantage of close proximity to the Stadium LRT Station and major arterial roads (82 Street and 112 Avenue). The previous low density housing forms in the area have been fragmented or eliminated,

and this, coupled with the proximity of the Northlands operation, makes the area largely unsuited for family accommodation.

Redevelopment is to effect a transition of height and density decreasing from west to east in this area. Recycling of the Cromdale School is proposed. The thrust ...is to create a residential density node which utilizes the proximity to transit and roadways in the area."

The Plan recommended that lands acquired and owned by Edmonton Northlands within this area:

"continue to be used as low density family housing, or, if redeveloped, to be done so in accordance with Sections 3.5.2 and 3.5.3 of this Plan.

Any expansion within this Sub-Area of the Exhibition (which is beyond the 1972 Council-approved expansion boundary) for Exhibition facilities or parking would require an amendment to this Plan. Such an amendment would require a report prepared by Edmonton Northlands (or its consultant) addressing the impacts on the following:

- community character
- local traffic circulation, pedestrian routes and exhibition access
- intrusion on residential areas
- park access and function
- any other relevant issues as determined by the Planning Department."

The blocks bounded by 78 and 79 Streets, 112 Avenue and Borden Park Road are thus designated as a Special study area.

The Plan further states that "Such an amendment request and report shall be evaluated by the Planning Department and reviewed with involved community groups for their input, and shall only be supported by the Department and City Council if the impacts are deemed acceptable."

At the time of the writing of the Stadium Station Plan, intersection/interchange plans for the 82 Street/112 Avenue intersection required the acquisition of the commercial lands at the northwest corner of the intersection. As a result, the Stadium Station Plan proposed that the existing commercial uses remain until such time as these improvements occurred. The Plan designates these sites for urban services uses.

Section 3.5.6 of the Plan proposes mixed residential/commercial development in the block bounded by 80 and 82 Streets, between 112 and 113 Avenues. This designation recognizes the DC2 District approved for the Centre 80/81 proposal. The Plan further provides that if and when the DC2 District expires, these lands be redistricted to the RA9 (High Rise Apartment) District for the 81-82 Street block, and the RA8 (Medium Rise Apartment) District for the 80-81 Street block. Development guidelines towards the achievement of density transition and redevelopment of appropriate scale were incorporated into the Plan.

Under subsection 3.7.4, the Plan states that it is intended that Borden Park fulfill its function as a district park.

2.4.3.3 The Coliseum Station and Area Redevelopment Plan

The Coliseum Station Area Redevelopment Plan abuts the northwest corner of the Study Area.

Sub-Area 3 - Coliseum South Sub-Area designates the city-owned parcel of land north of 118 Avenue and east of 77 Street along the west side of the CNR/LRT tracks as a direct control mixed residential/comprehensive development area.

The intent of the Plan is to develop these lands as a mixed land use node of high density development oriented to the Coliseum Station. Development of the site was to take the form of site specific medium to high density residential development incorporating ground and podium level commercial development, an integrated parking facility to serve client, Park-n-Ride and major events parking, and a park element.

2.4.3.4 The Parkdale Area Redevelopment Plan

The Parkdale Plan lies immediately west of the CNR/LRT tracks along the westerly boundary of the Study Area.

The Plan generally designates the areas adjacent to the tracks as residential, ranging from low-rise apartment to high-rise, and including a mixed use residential use district. The density recognizes the plan's strategy to promote high density redevelopment projects in close proximity to the Stadium LRT station, to create a density node which will support LRT ridership, with a logical transition in density and built form moving away from the station area to protect stable areas of low density housing and maximize compatibility between adjacent uses.

The Plan designates the former Transportation yards for public utility uses to reflect the use which existed at the time the Plan was prepared. The overall concept map indicates future medium, high density residential land use for this area.

The Parkdale Plan identifies the lands immediately west of the CNR/LRT tracks, south of 118 Avenue as a commercial office use district. The intent is to develop 10 storey commercial and office towers with at grade retail, which incorporate multi-use parking and a pedestrian link to the southside entrance to the Coliseum Station.

2.4.3.5 Land Use Implications of the Approved Area Redevelopment Plans

The implications of the proposed land use within these approved area redevelopment plans on the Study Area are identified on Map 14.

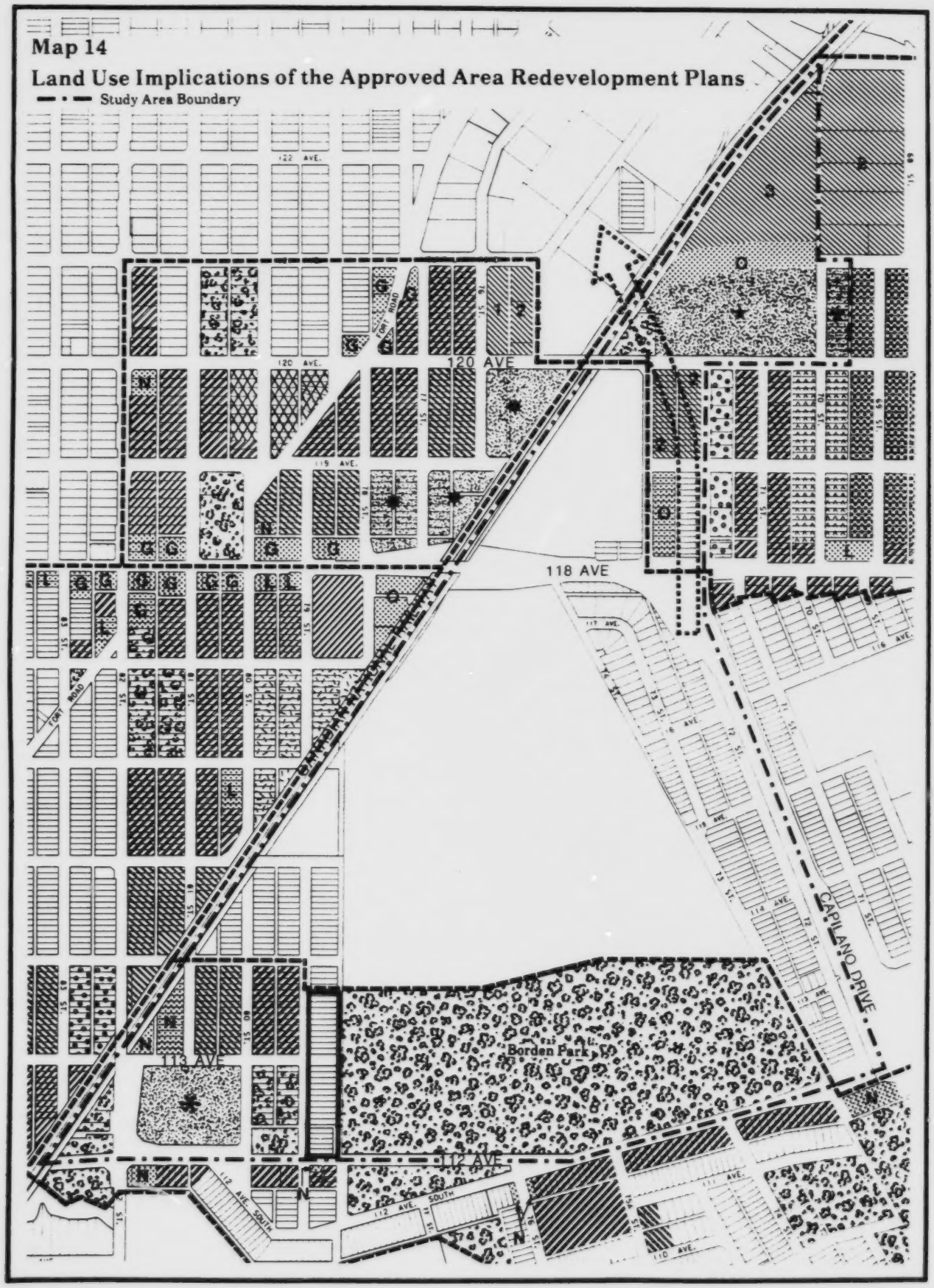
Map 14

Land Use Implications of the Approved Area Redevelopment Plans

Low Density (Single Family)
Low Density Redevelopment
Row Housing
Multiple Family - Low Density
Low Rise Apartment
Medium Rise Apartment
High Rise Apartment
Residential Mixed Use
Neighbourhood Convenience Commercial
Commercial Office
Low Intensity Business
General Business Commercial
Urban Services
Public Utility
Industrial Business
Medium Industrial
Medium Industrial and Industrial Business
Direct Control - Mixed Residential/Commercial Development (including Transit and Parking)
Direct Control - Mixed Residential Commercial/Recreational Complex
Direct Control - Medium to High Density Residential
Special Study Area
Capilano Drive Extension

Map 14

Land Use Implications of the Approved Area Redevelopment Plans



CHAPTER III COMMUNITY PROFILE

3.1 Demographic Profile

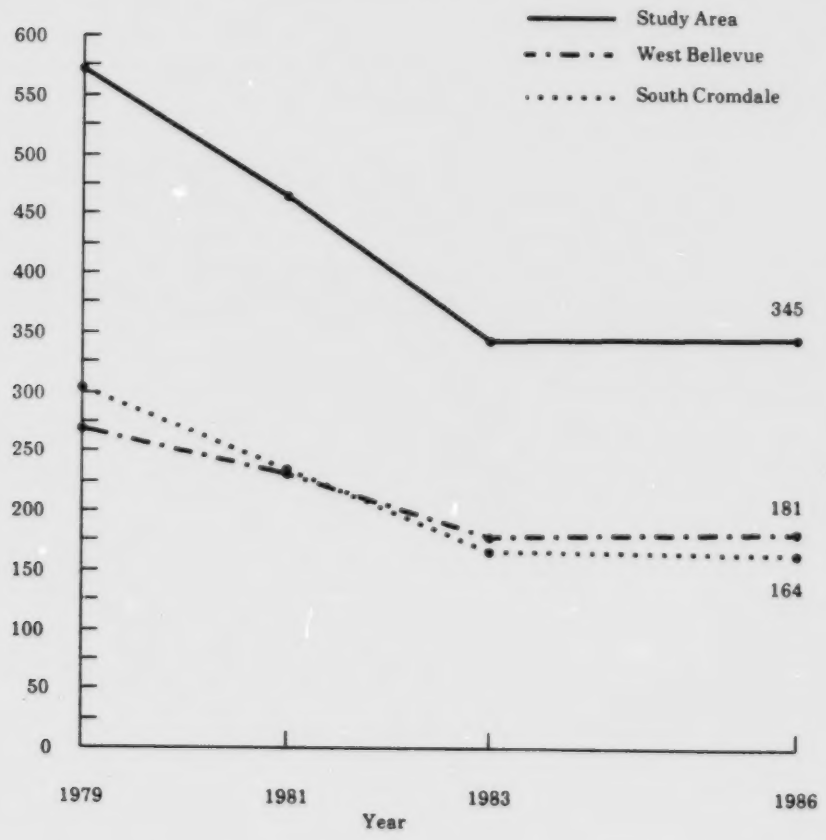
3.1.1 Population Characteristics

In 1986, the total population within the Study Area was 345 persons. The population of the West Bellevue enclave was 181, and the population of south Cromdale was 164.

The Study Area had a total population of 572 in 1979. As shown on Figure 2, the area experienced a 39.7% decrease over the eight year period. The west Bellevue enclave decreased by 32.7%, while the south Cromdale enclave experienced a 45.9% decline in population. Figure 2 further illustrates that the greatest decline in population occurred between 1979 and 1983, with the Study Area and each enclave remaining stable between 1983 and 1986.

FIGURE 2

POPULATION TRENDS, 1979 TO 1986

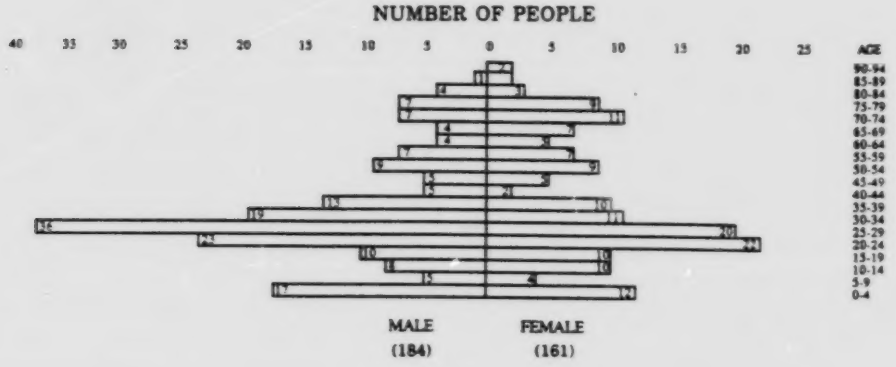


Source: City of Edmonton
1986, 1983, 1981, 1979 Civic Censuses

Figure 3 provides an overview of the age/sex population pyramid of the Study Area. Approximately 22% of the Study Area population was between the ages of 0 and 19 which was slightly less than the City's 27.5%. The 5 to 9 year age group within the Study Area was about 3.4% less than the City percentage, and largely accounted for this difference. The west Bellevue enclave had 25.4% of its population within this age group, while the south Cromdale enclave had only 18.3% of its population in this age group.

FIGURE 3

AGE/SEX PYRAMID WITHIN THE STUDY AREA



Source: City of Edmonton
Civic Census, 1966

The Study Area had 29.3% of its population in the 20 to 29 year age groups (26.5% of the west Bellevue population; 32.2% of the south Cromdale population). This was higher than the City's 24.5%. The 30 to 38 age group accounted for 15.4% of the Study Area, slightly less than the City's 17.6%. Thus, 44.6% of the Study Area population was between the ages of 20 and 39 (42% of the west Bellevue population and 47.6% of the south Cromdale population). This was slightly less than the City's 42.1%.

Approximately 22.5% of the City's population was between the ages of 40 and 64. In the Study Area, this age group accounted for only 16.8%; 15.5% of the west Bellevue population, and 18.3% of the south Cromdale population.

There was a significant proportion of the Study Area's population which was 65 and over. This age group made up 16.5% of the Study Area population, compared with 7.9% which was the portion of the City's population in this age group. The percent of the population of west Bellevue in this age group was 17.1% , compared to south Cromdale at 15.3%.

In summary, the Study Area in comparison with the City as a whole, had a smaller percentage of its population under 19 years, a slightly greater percent of its population between the ages of 20 and 29, a slightly lesser percentage of its population between 30 and 39, a lesser percentage of people in the 40 to 64 year old age, and a significantly higher percentage of its population in the 65 years of age and older age group.

The Study Area, while different from the overall City figures, was much in keeping with the character of the surrounding residential neighbourhoods of Bellevue, Eastwood, Montrose, Parkdale and South Cromdale/Virginia Park, with two deviations. The 20 to 29 and 30 to 39 year age groups represented a 13.4% larger portion of the Study Area population (45% as compared to 32.4% for the surrounding area) and the 40 to 64 year age group represented about 4.4% less of the population in the Study Area when compared to the surrounding neighbourhoods.

The marital status of people within the Study Area was similar to that of the surrounding neighbourhoods. The Study Area however contained a 4.2% lower married population, and a 2.4% higher divorced population when compared with the average for the surrounding area. The married portion of the Study Area population was 11% lower than the City's portion (30% compared to 41.3%). The portion of the Study Area population which was divorced (9%) was higher than the City's portion (4.8%). As well, the Study Area's widowed population (7.2%) was higher than the City's widowed population (4.1%), although this portion was the same as those of the surrounding communities.

The male/female ratio in the Study Area was 53%/47%. The west Bellevue enclave had a 49.7%/50.3% male/female ratio. The south Cromdale enclave had a larger male population component, with a ratio of 57.3%/42.7%. This Cromdale ratio was neither similar to the ratio for the surrounding communities (50.2%/49.8%), nor the City (49.6%/50.4%).

3.1.2 Occupation and Employment Characteristics

Table 8 indicates the age and employment information for the Study Area.

The Study Area compared with the City figures in the percent of preschool, junior high school and senior high school population. The elementary school population in the Study Area was about one half of the City's elementary school population (approximately 4.4% as compared to the City's 9%). The school population in the area however, was similar to the school population of the surrounding older residential areas. The west Bellevue enclave had almost double the percentage of preschool children (11.6%) than the south Cromdale enclave.

The number of homemakers in the area was higher than the City's share, 13.3% as compared to the City's 8.7%. This percentage was also higher than that of the surrounding area, where the percentage of homemakers was approximately 7%. In the west Bellevue enclave 14.9% of the population were homemakers; in the south Cromdale enclave, 11.6% were homemakers.

The Study Area had a lower portion of full time employed people (32.5%) when compared to both the City, at 40.3% and the surrounding area, at approximately 37%. The south Cromdale enclave had a full-time employed component of 34.8% while the west Bellevue area had a lower component, at 30.3%. The proportion of people employed part-time was similar in all three cases, at 4.9% for the Study Area, 4.5% for the surrounding communities and 5.6% for the City.

TABLE 8

AGE AND EMPLOYMENT CHARACTERISTICS

OCCUPATION	AGE GROUP									TOTAL	%
	0 - 5	6 - 15	16 - 19	20 - 29	30 - 39	40 - 49	50 - 59	60 - 64	65 +		
Preschooler	31									31	9.0
Elementary School		15								15	4.4
Jr. High School		12	1							13	3.8
Sr. High School			8							8	2.3
Post Secondary School			2	2	3					7	2.0
Home Maker				9	5	2	4	2	24	46	13.3
Employed Full-time			2	57	32	8	11	2		112	32.5
Employed Part-time			1	5	4	1	5		1	17	4.9
Unemployed			4	28	9	5	9			55	15.9
Unable to Work						1		1		2	0.6
Retired							3	4	32	39	11.3
Total	31	27	18	101	53	17	32	9	57	345	100.0

Source: City of Edmonton
Civic Census, 1966

The Study Area also had a high proportion of unemployed. The proportion of population within the Study Area who were unemployed was 15.9% as compared to the surrounding communities at approximately 10% and the City's 5.6% of the total population. The proportion of unemployed was higher in the south Cromdale enclave than in the west Bellevue enclave, where the figures were 18.3% and 13.8%.

The retired in the Study Area represented 11.3% of the population - slightly higher in the west Bellevue enclave at 11.6% than in the south Cromdale enclave where it was 10.9%. This component was less than that of the surrounding communities where the retired represented approximately 17% of the population, but higher than the City's 8%.

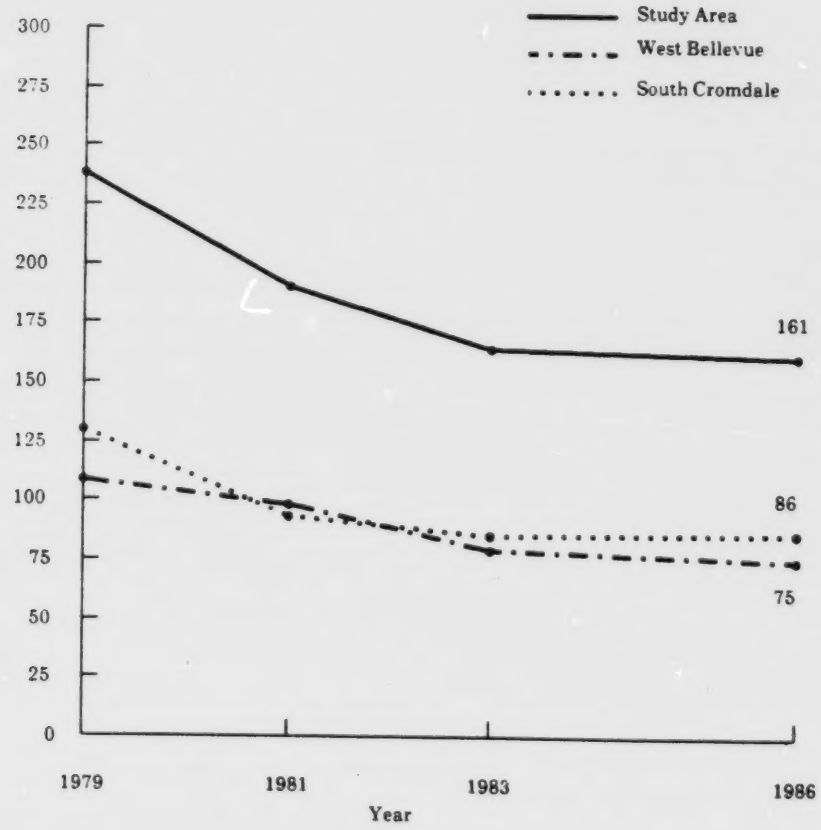
3.2. Household Characteristics

The 1986 Civic Census indicated that there were 161 households in the Study Area; 75 in the west Bellevue enclave, and 85 in the south Cromdale enclave.

Since 1979, the Study Area has seen a decline in the number of households. The greatest decline occurred between 1979 and 1983, and the number of households has remained fairly stable in the last three years. Figure 4 shows the decline in the number of households, which accompanied the decline in the Study Area population as shown on Figure 2, Population Trends, 1979 to 1986.

FIGURE 4

TOTAL NUMBER OF HOUSEHOLDS, 1979 TO 1980



Source: City of Edmonton
1986, 1983, 1981, 1979 Civic Censuses

3.2.1 Household Size

The average household size within the Study Area in 1986 was 2.14 persons; 2.41 in the west Bellevue enclave, and 1.91 in the south Cromdale enclave. The average household size in the surrounding communities is 2.13.

Table 9 indicates that 70.8% of the households in the Study Area were comprised of 1 and 2 persons, the number of one and two person households each representing 35.4% of the total number of households.

The Study Area household sizes were consistent with those of the surrounding communities. Within the Study Area however, the west Bellevue enclave had a lower number of one person households and two person households than the surrounding communities, and the south Cromdale enclave had a higher proportion of both one and two person households than did the surrounding communities, within which single person households accounted for 38% of the total households, and two person households accounted for 33.5%.

The west Bellevue enclave had a greater proportion of three and four person households than the surrounding communities, 17.3% each as compared to 13.8% for three person households and 8.8% for four person households in the surrounding communities.

In the west Bellevue enclave, 29.3% of the households were one person households, and 30.7% were two person households. In the south Cromdale enclave, the largest number of households (40.7%) were one person households. Two person households accounted for 39.5% of the households.

TABLE 9

HOUSEHOLD SIZE

Number of Persons in Household	Sub-Area				Study Area	
	3 (West Bellevue)		4 (South Cromdale)			
	Number	%	Number	%	Number	%
1	22	29.3	35	40.7	57	35.4
2	23	30.7	34	39.5	57	35.4
3	13	17.3	10	11.6	23	14.3
4	13	17.3	4	4.7	17	10.6
5	3	4.0	3	3.5	6	3.7
6	0	0	0	0	0	0
7	1	1.4	0	0	1	0.6
Total	75	100.0	86	100.0	161	100.0

Source: City of Edmonton Civic Census, 1986

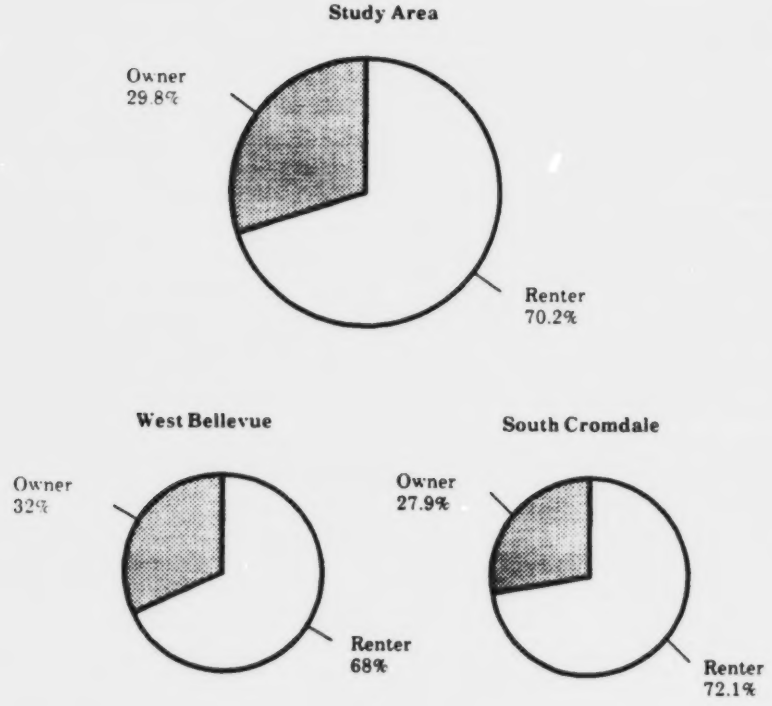
3.2 2 Owner Occupancy and Tenure Characteristics

A unit and assessment inventory of the Study Area indicates that there are a total of 140 dwellings in the Study Area, containing 157 units. The 1986 Civic Census identified 180 units with 161 households living in the Study Area. The Civic Census included a number of units which have since been demolished.

Of the 180 units identified (85 in the west Bellevue enclave and 95 in the south Cromdale enclave) 19 units (11.8%) were vacant (10 and 9 respectively). Of the 161 units which were occupied, 48 (29.8%) were owner-occupied, and 113 (70.2%) were rented. Within the west Bellevue enclave the owner-occupied/renter ratio was 32/68, and in the south Cromdale enclave the ratio was 27.9/72.1. Figure 5, below depicts these ratios.

FIGURE 5

OWNER/RENTER OCCUPANCY RATIOS



Source: City of Edmonton
Civic Census, 1986

The ratio in the Study Area varied from that of the surrounding communities (within which there were multiple family complexes) in which the ratio is approximately 40/60.

Census data indicates that the owner/renter ratio in 1979 was 44/56, which declined in 1981 and 1983 to 32/68 and 33/67 respectively.

3.2.3 Mobility

A review of the movement of individuals from one residence to another reveals the mobility of the population in the area, and is an indicator of stability.

As shown on Table 10, the 1986 Civic Census indicated that approximately 39% of the area residents had lived in the area for five years or longer, and 28% have lived in the area for less than one year. Within the surrounding area residents living at the same address for five years accounted for 42.4% of the population and for those who had lived in the area for less than one year, the figure was 27.3%. The City averages were 43.8% and 23.4% respectively, thus, the Edmonton Northlands Study Area had 4.7% fewer five year residents and a 4.7% greater portion of its population who had lived in the area for less than one year. The Study Area thus had a slightly less stable and slightly more transient population than both the surrounding communities and the City as a whole.

TABLE 10

MOBILITY

Length of Time at The Same Address	Sub-Areas				Study Area	
	3 (West Bellevue)		4 (South Cromdale)			
	Number	%	Number	%	Number	%
5 Years or More	70	38.7	65	39.6	135	39.1
3 - 4 Years	26	14.4	24	14.6	50	14.5
1 - 2 Years	29	16.0	26	15.8	55	15.9
Newborn	3	1.6	5	3.0	8	2.4
Less than 1 Year	53	29.3	44	26.8	97	28.1
Total	181	100.0	164	100.0	345	100.0

Source: City of Edmonton Civic Census, 1986

3.2.4 School Population Characteristics

The declining population in the Study Area and reduction in the household size between 1979 and 1986, was reflected in the low student generation per household figure in the area.

As shown on Table 11, there were approximately 0.224 students per household in the Study Area. This figure was lower than the surrounding communities (0.259), and considerably lower than the City figure which was 0.404. The south Cromdale enclave was lower than the West Bellevue enclave, with 0.186 students per household.

TABLE 11

STUDENT GENERATION BY HOUSEHOLD

School Level (Grade)	Study Area						Surrounding Communities	
	3 (West Bellevue)		4 (South Cromdale)		Total Area			
	No.	Ch/HH[2]	No	Ch/HH[2]	No.	Ch/HH[2]	No.	Ch/HH[2]
K - 6	8	0.107	7	0.081	15	0.093	915	0.145
7 - 9	8	0.107	5	0.058	13	0.081	381	0.060
10 - 12	4	0.053	4	0.047	8	0.050	340	0.054
Total	20	0.266	16	0.186	36	0.224	1,636	0.259
No. of HH[1]	75		86		161		6,316	

[1] Number of Households
[2] Number of Children per Household

Source: City of Edmonton
Civic Census, 1986

Between 1979 and 1886, the number of students per households declined from 0.437 (0.398 in the west Bellevue enclave and 0.469 in the west Cromdale enclave), to 0.387 in 1981, 0.243 in 1983, and 0.024 in 1986.

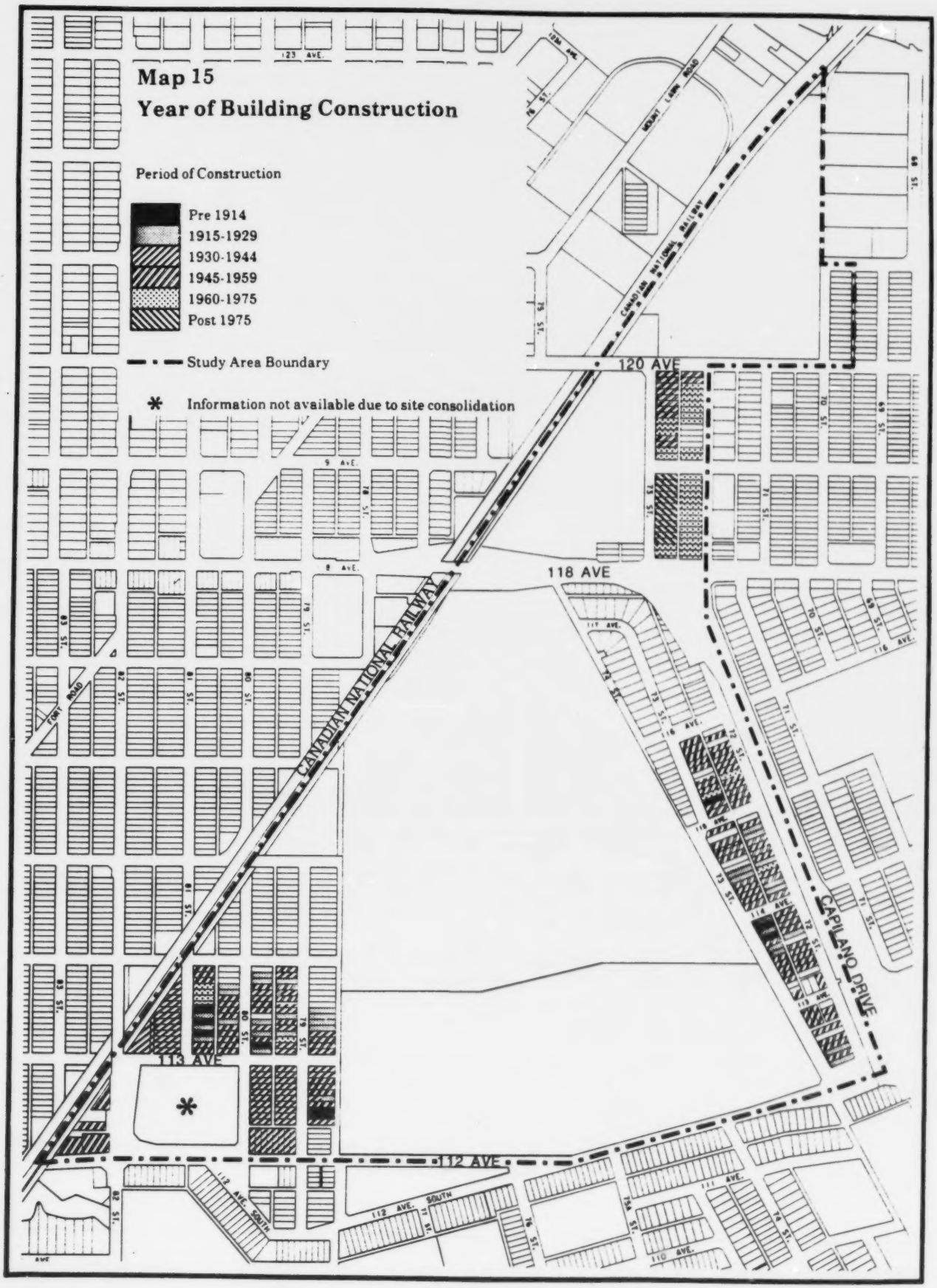
3.3 Housing Characteristics

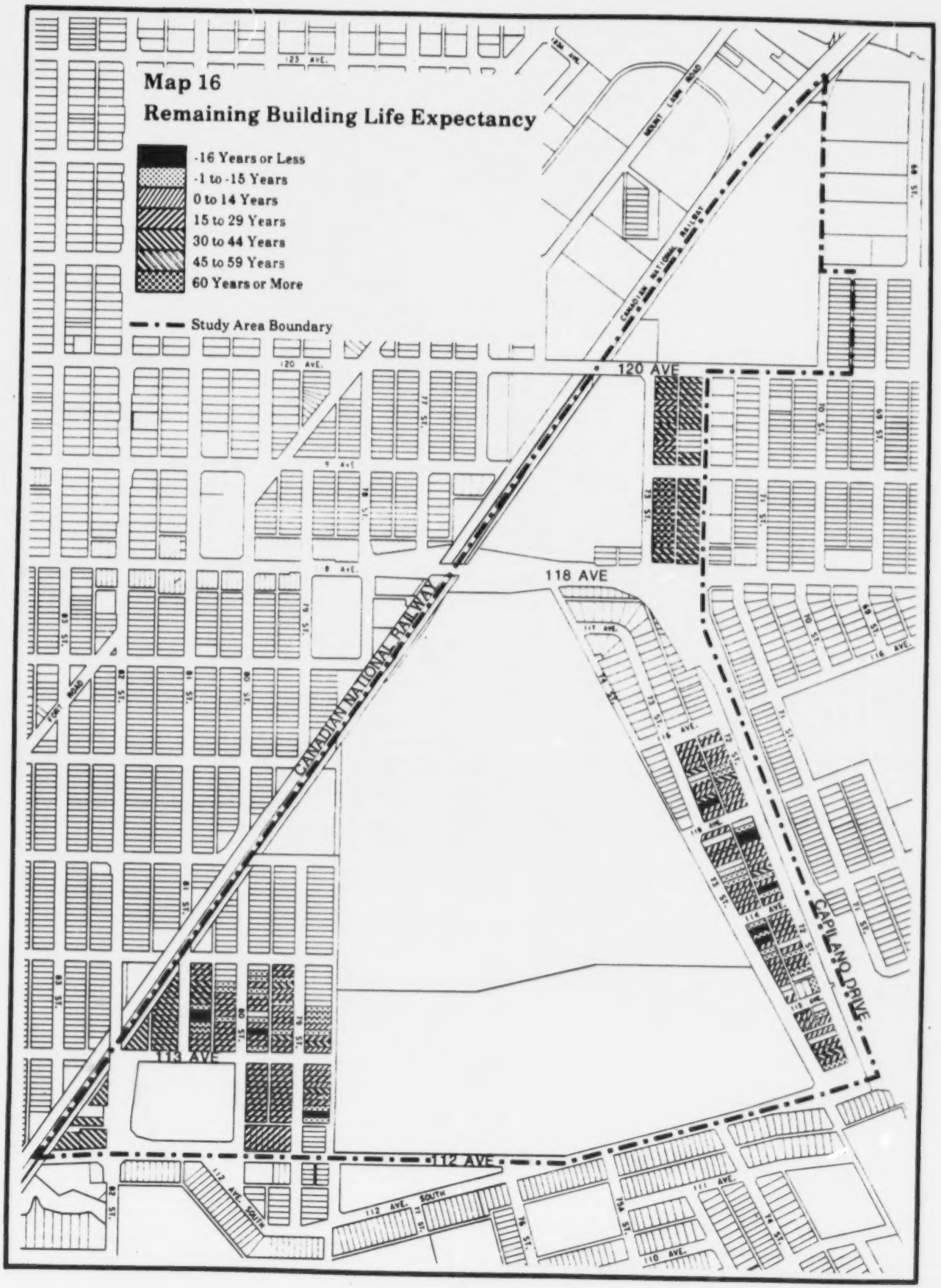
3.3.1 Age and Condition of Housing

As shown on Map 15, the Study Area is characterized by older homes and newer businesses. The majority of homes were built between 1945 and 1959, more specifically between 1945 and 1951. Nine units were constructed before 1914: six in south Cromdale, and three in west Bellevue .

Only two structures in south Cromdale have been built since 1960, the Edmonton Iron Workers Building, built in 1970 and one dwelling constructed in 1962. In west Bellevue, three homes were built between 1961 and 1965.

Map 16 shows the life expectancy of housing in the Study Area, based on their effective date of construction. This measure is based on the expected life of a structure given its year of construction and any major renovations or additions which may extend its life expectancy. About 29% of the structures have a negative life expectancy, approximately 32% have a life expectancy of between 0 and 19 years, and 21% have a life expectancy of 20 to 24 years. Thus 82% of the structures in the Study Area (excluding Edmonton Northlands buildings) have a life expectancy of less than 25 years, and 45% have a life expectancy of less than 16 years. All of the commercial and industrial buildings in the area have a life expectancy of greater than 20 years.


Map 15
Year of Building Construction
Period of Construction
Pre 1914
1915-1929
1930-1944
1945-1959
1960-1975
Post 1975
Study Area Boundary
Information not available due to site consolidation
120 AVE
118 AVE
113 AVE
112 AVE
CANADIAN NATIONAL RAILWAY
CAPILANO DRIVE
MOUNT LEHR ROAD
CANADIAN NATIONAL RAILWAY
COMY ROAD
123 AVE.
9 AVE.
8 AVE.
116 AVE.
110 AVE.
112 AVE. SOUTH


Map 16
Remaining Building Life Expectancy
-16 Years or Less
-1 to -15 Years
0 to 14 Years
15 to 29 Years
30 to 44 Years
45 to 59 Years
60 Years or More
Study Area Boundary
120 AVE
118 AVE
112 AVE
CANADIAN NATIONAL RAILWAY
CAPILANO DRIVE

Map 16 reflects that little has been done in recent years to improve the housing stock in either area. Within the west Bellevue enclave, 28% of the dwellings had a negative life expectancy. Approximately 85% of the structures had a life expectancy of less than 25 years (56% between 1 and 24 years), and 51% had a life expectancy of less than 16 years (23% between 1 and 15 years). Approximately 32% of the dwellings had a life expectancy of 21 to 30 years. This was the largest single ten year group of dwellings in terms of life expectancy.

In the south Cromdale enclave, 36% of the dwellings had a negative life expectancy. Approximately 87% had a life expectancy of less than 25 years (52% between 1 and 24 years), and 55% had a life expectancy of less than 16 years (19% between 1 and 15 years). The majority of dwelling units had a life expectancy of between -9 and 30 years. Over this forty-year span, 21% of the housing stock had a life expectancy of 0 to -9 years, 18% had a life expectancy of 1 to 10 years, 21% had a life expectancy of 11 to 20 years, and 18% had a life expectancy of 21 to 30 years.

3.3.2 Development Activity and Characteristics

There were 17 demolition permits issued within the Study Area in 1986 to remove houses and garages. There were no applications for residential renovation or new house construction. One permit was issued for the operation of a parking lot in the northeast commercial/industrial area. Map 17 shows the 1986 development activity.There were two applications made in 1986 for improvement under the Residential Rehabilitation Programme. Both applications were located in the south Cromdale enclave. One application has been completed, the second has lapsed.

3.3.3 Historical Assessment

In the summer of 1986, the Edmonton Historical Board - Heritage Sites Selection Committee began to inventory the homes in the west Bellevue and south Cromdale areas. The inventory identified a number of homes within the Study Area which were constructed before 1940. These homes were identified due to their age and their being typical of their period of construction. Map 18 shows those structures which were included in the list which will be added to the Register of Heritage Buildings of Edmonton which is maintained by the Edmonton Historical Board. This list is simply a means through which greater public awareness of the City's past is gained, and does not preclude renovation or demolition of the structure or property.

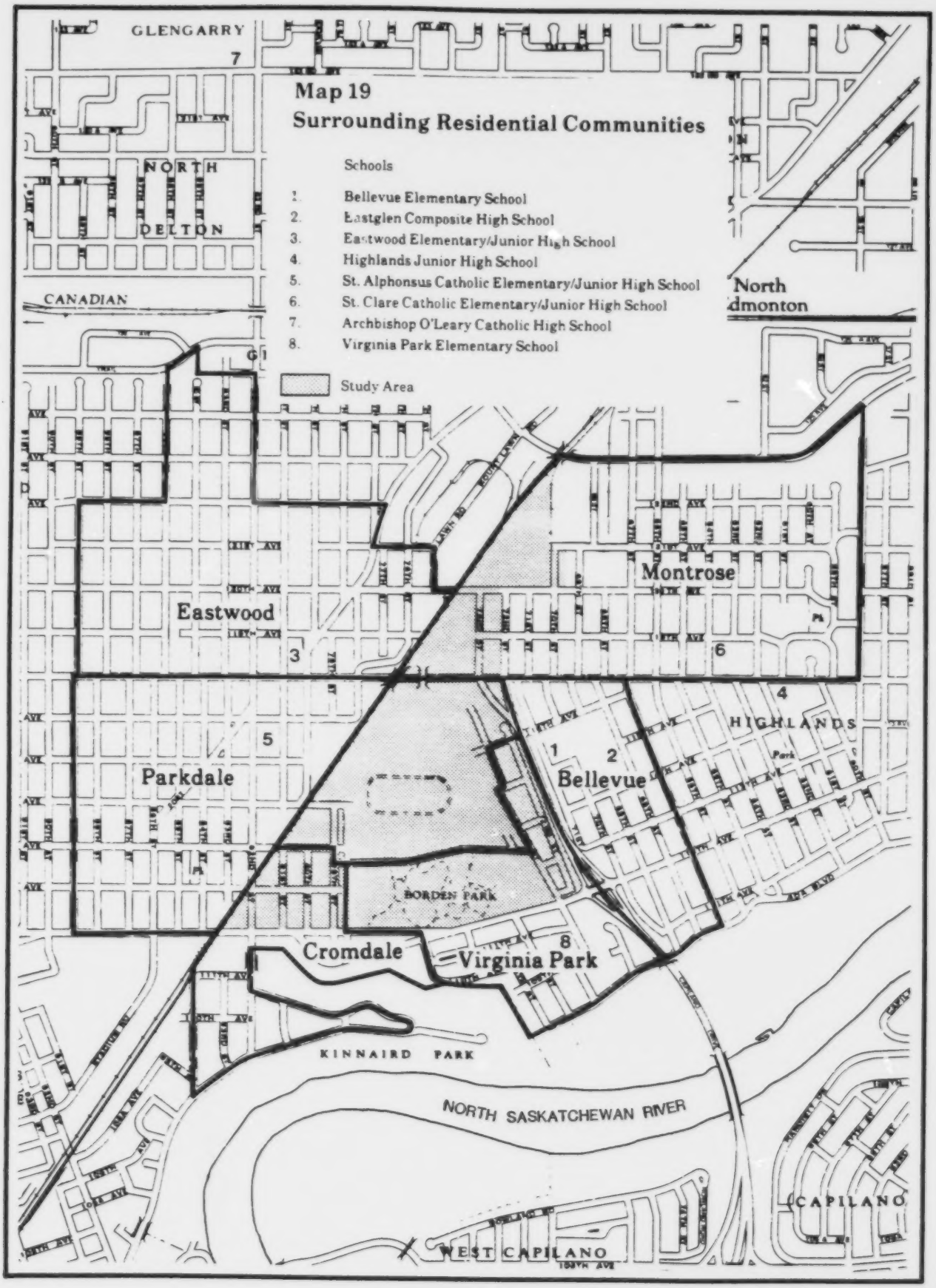
3.4 Statistical Profile of Surrounding Communities

3.4.1 Introduction and Overview

The Study Area is surrounded by six stable, older residential areas, as indicated on Map 19. The following fact sheets provide a statistical overview of the surrounding communities of Bellevue (east of Capilano Drive), Eastwood, Montrose (excluding the Study Area), Parkdale, and Cromdale and Virginia Park (excluding the Study Area).

Map 17
Development Permit Activity, 1986
House demolition
Garage demolition
To permit an accessory parking lot
Commercial alteration
Study Area Boundary
MOUNT LAWN ROAD
CANADIAN NATIONAL RAILWAY
120 AVE
118 AVE
113 AVE
112 AVE
CAPILANO DRIVE
FORT ROAD

Map 18
Buildings to be Added to the Register of Heritage Buildings of Edmonton
Buildings to be added to the Register
Study Area Boundary
120 AVE
118 AVE
113 AVE
112 AVE
CANADIAN NATIONAL RAILWAY
CAPILANO DRIVE
MOUNT LAWN ROAD
FORT ROAD


Map 19
Surrounding Residential Communities
Schools
1. Bellevue Elementary School
2. Eastglen Composite High School
3. Eastwood Elementary/Junior High School
4. Highlands Junior High School
5. St. Alphonsus Catholic Elementary/Junior High School
6. St. Clare Catholic Elementary/Junior High School
7. Archbishop O'Leary Catholic High School
8. Virginia Park Elementary School
Study Area
GLENGARRY
NORTH
DELTON
CANADIAN
North
Edmonton
Montrose
Eastwood
Parkdale
Bellevue
HIGHLANDS
BORDEN PARK
Cromdale
Virginia Park
KINNAIRD PARK
NORTH SASKATCHEWAN RIVER
CAPILANO
WEST CAPILANO

3.4.2 Bellevue (east of Capilano Drive)

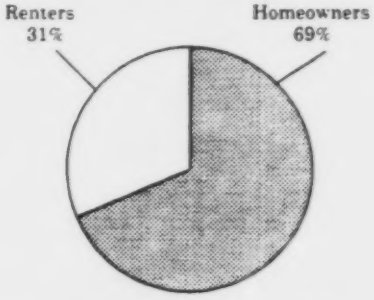
Population

Age Groups	Number	%
0 - 4	65	6
5 - 14	79	7
15 - 19	63	6
20 - 29	264	24
30 - 39	177	16
40 - 64	239	21
65 +	228	20
Total	1,115	100

Mobility

Length of Residence	Number	%
Over 5 Years	671	60
3 to 4 Years	104	9
1 to 2 Years	155	14
Less than 1 Year	185	17
Total	1,115	100

Tenure (By Occupied Households)



Land Use

Use Class	Area (hectares)	%
Residential	22.6	73
Commercial	0.2	1
Schools	6.0	20
Other	1.8	6
Total	30.6	100

Employment

Employment Groups	Number	%
Pre-school	67	6
School Age	109	10
Post Secondary	48	4
Homemaker	93	9
Employed	495	44
Unemployed	69	6
Retired	223	20
Other	11	1
Total	1,115	100

Ownership

Owner	Area (hectares)	%
Private	22.7	73
City	1.8	6
Schools	6.0	20
Other	0.1	1
Total	30.6	100

Housing Type

Dwelling Type	Number of Units	%
Single Family	443	86
Semi/Duplex	48	9
Apartments	19	4
Other Residential	3	1
Total	513	100

Quick Facts

Total Area	30.6 ha
1986 Population	1,115
Number of households	555

Source City of Edmonton Civic Census, 1986

3.4.3 Eastwood

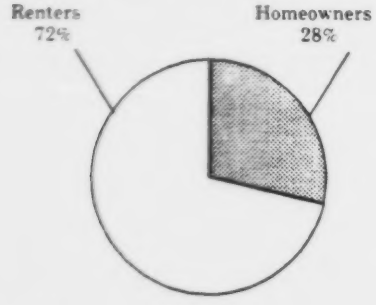
Population

Age Groups	Number	%
0 - 4	339	8
5 - 14	450	10
15 - 19	291	7
20 - 29	1,201	28
30 - 39	635	15
40 - 64	893	21
65 +	472	11
Total	4,281	100

Mobility

Length of Residence	Number	%
Over 5 Years	1,594	37
3 to 4 Years	459	11
1 to 2 Years	672	16
Less than 1 Year	1,556	36
Total	4,281	100

Tenure (By Occupied Households)



Land Use

Use Class	Area (hectares)	%
Residential	59.0	79
Commercial	2.1	3
Industrial	1.4	2
Institutional	1.6	2
Schools	4.3	6
Other	5.8	8
Total	74.2	100

Employment

Employment Groups	Number	%
Pre-school	353	8
School Age	593	14
Post Secondary	143	3
Homemaker	291	7
Employed	1,676	39
Unemployed	608	14
Retired	521	12
Other	96	3
Total	4,281	100

Ownership

Owner	Area (hectares)	%
Private	61.1	82
City	5.7	8
Province	1.9	3
Schools	4.3	6
Other	1.2	1
Total	74.2	100

Housing Type

Dwelling Type	Number of Units	%
Single Family	697	35
Semi/Duplex	275	14
Apartments	905	45
Other Residential	128	6
Total	2,005	100

Quick Facts

Total Area	74.2 ha
1986 Population	4,281
Number of households	2,141

Source: City of Edmonton Civic Census, 1986

3.4.4 Montrose (excluding the Study Area)

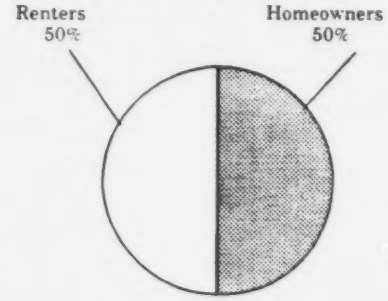
Population

Age Groups	Number	%
0 - 4	189	6
5 - 14	330	11
15 - 19	162	6
20 - 29	202	24
30 - 39	473	16
40 - 64	623	21
65 +	466	16
Total	2,945	100

Mobility

Length of Residence	Number	%
Over 5 Years	1,497	51
3 to 4 Years	295	10
1 to 2 Years	471	16
Less than 1 Year	682	23
Total	2,945	100

Tenure (By Occupied Households)



Land Use

Use Class	Area (hectares)	%
Residential	49.6	65
Commercial	3.9	5
Industrial	7.1	9
Institutional	1.0	1
Schools	3.3	4
Other	12.2	16
Total	77.1	100

Employment

Employment Groups	Number	%
Pre-school	198	7
School Age	400	13
Post Secondary	53	2
Homemaker	237	8
Employed	1,218	41
Unemployed	282	10
Retired	521	18
Other	36	1
Total	2,945	100

Ownership

Owner	Area (hectares)	%
Private	61.2	79
City	10.1	13
Province	0.5	1
Schools	4.0	5
Other	1.3	2
Total	77.1	100

Housing Type

Dwelling Type	Number of Units	%
Single Family	920	67
Semi/Duplex	107	8
Rowhousing	7	1
Apartments	254	19
Other Residential	80	5
Total	1,368	100

Quick Facts

Total Area	77.1 ha
1986 Population	2,945
Number of households	1,474

Source: City of Edmonton Civic Census, 1986

3.4.5 Parkdale

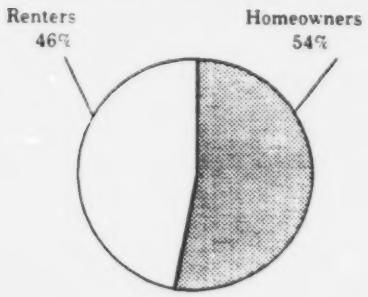
Population

Age Groups	Number	%
0 - 4	192	7
5 - 14	314	11
15 - 19	193	7
20 - 29	702	25
30 - 39	411	14
40 - 64	621	22
65 +	394	14
Total	2,827	100

Mobility

Length of Residence	Number	%
Over 5 Years	1,365	48
3 to 4 Years	226	8
1 to 2 Years	452	16
Less than 1 Year	784	28
Total	2,827	100

Tenure (By Occupied Households)



Land Use

Use Class	Area (hectares)	%
Residential	45.9	75
Commercial	3.1	5
Industrial	1.7	3
Institutional	0.6	1
Schools	2.6	4
Other	7.5	12
Total	61.4	100

Employment

Employment Groups	Number	%
Pre-school	203	7
School Age	393	14
Post Secondary	80	3
Homemaker	223	8
Employed	1,049	37
Unemployed	401	14
Retired	418	15
Other	60	2
Total	2,827	100

Ownership

Owner	Area (hectares)	%
Private	52.4	85
City	4.6	8
Province	1.2	2
Schools	2.6	4
Other	0.6	1
Total	61.4	100

Housing Type

Dwelling Type	Number of Units	%
Single Family	969	72
Semi/Duplex	132	10
Apartments	100	8
Commercial	28	2
Other Residential	100	8
Total	1,329	100

Quick Facts

Total Area	61.4 ha
1986 Population	2,827
Number of households	1,443

Source: City of Edmonton Civic Census, 1986

3.4.6 Virginia Park & Cromdale (excluding the Study Area)

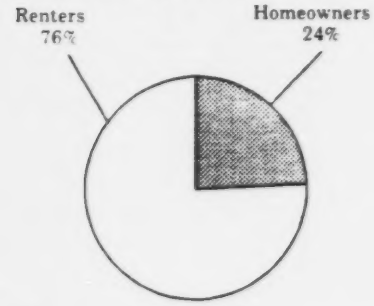
Population

Age Groups	Number	%
0 - 4	151	6
5 - 14	109	4
15 - 19	128	5
20 - 29	728	30
30 - 39	397	16
40 - 64	534	22
65 +	414	17
Total	2,461	100

Mobility

Length of Residence	Number	%
Over 5 Years	656	27
3 to 4 Years	296	12
1 to 2 Years	814	33
Less than 1 Year	695	28
Total	2,461	100

Tenure (By Occupied Households)



Land Use

Use Class	Area (hectares)	%
Residential	26.3	69
Commercial	0.8	2
Schools	6.2	16
Other	4.8	13
Total	38.1	100

Employment

Employment Groups	Number	%
Pre-school	159	7
School Age	141	6
Post Secondary	152	6
Homemaker	128	5
Employed	1,214	49
Unemployed	199	8
Retired	440	18
Other	28	1
Total	2,461	100

Ownership

Owner	Area (hectares)	%
Private	24.9	65
City	4.3	11
Province	1.5	4
Schools	2.3	6
Other	5.1	14
Total	38.1	100

Housing Type

Dwelling Type	Number of Units	%
Single Family	320	21
Semi/Duplex	28	2
Apartments	1,063	71
Schools	38	3
Other Residential	42	3
Total	1,491	100

Quick Facts

Total Area	38.1 ha
1986 Population	2,461
Number of households	1,548

Source: City of Edmonton Civic Census, 1986

CHAPTER IV INFRASTRUCTURE

4.1 Transportation

4.1.1 Existing Transportation Network and Traffic Volumes

The Study Area is bounded on the south and east by two major arterials - 112 Avenue and Capilano Drive, 72 Street (between 118 and 120 Avenues). The Study Area is also traversed by four arterials, including 118 Avenue, 120 Avenue and 73 Street (between 118 and 120 Avenues) on the north and 82 Street at the southwest corner of the Study Area.

These arterials play a major role in the City's transportation system, and during major events held at the Stadium, Coliseum and on the Edmonton Northlands site.

Map 20 identifies the transportation network and Map 21 identifies traffic volumes along these major transportation routes.

4.1.2 Truck Routes

The Study Area is ringed by truck routes. As shown on Map 21, 112 Avenue, Capilano Drive - 73 Street, 120 Avenue and 82 Street are regular truck routes, and portions of 79 and 80 Streets, and 115 Avenue are restricted truck routes, operating between 7:00 and 23:00 only.

4.1.3 Bikeways

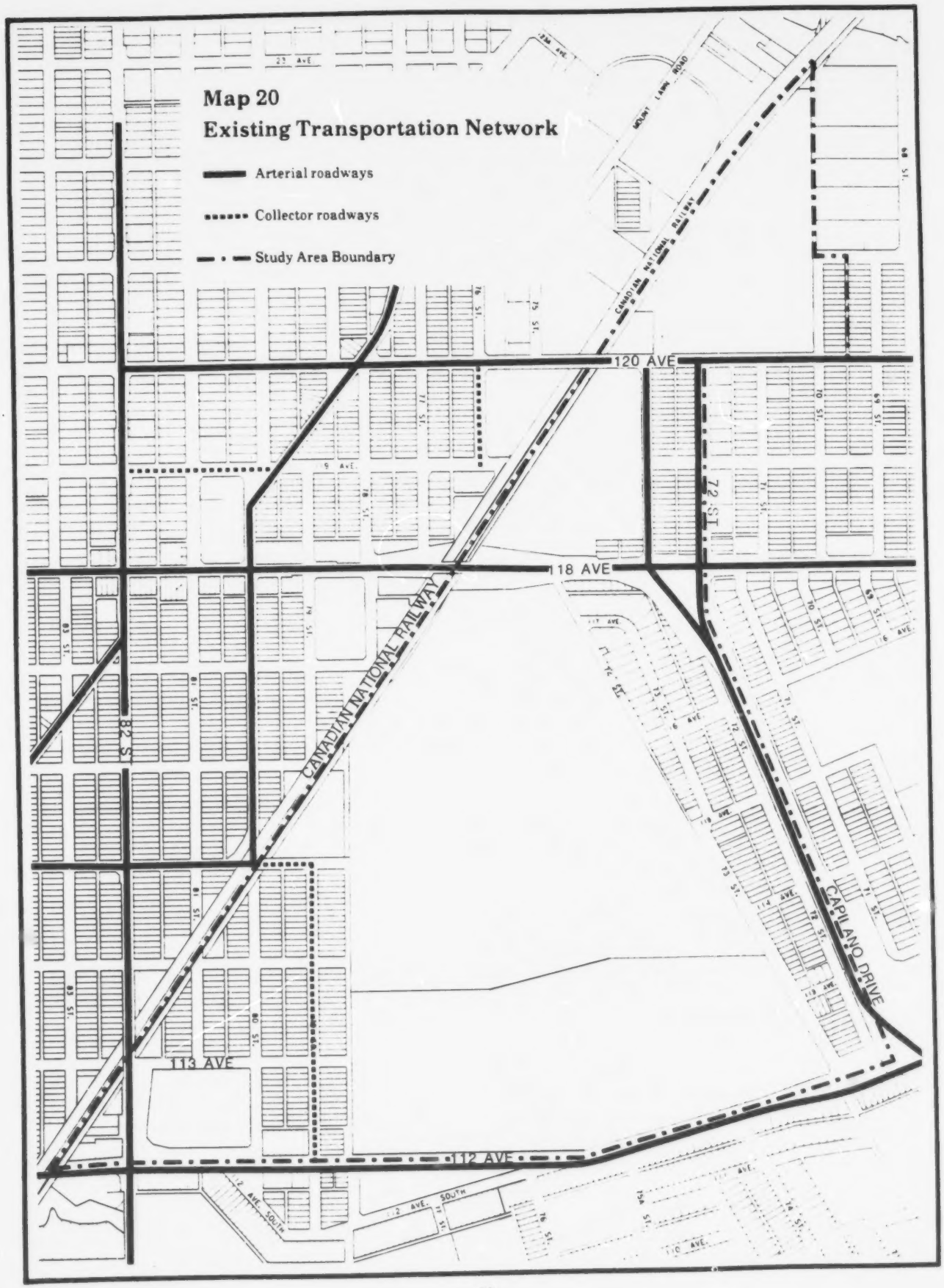
There is a limited Class III bike route through the Study Area, as shown on Map 22. A Class III bike route is a signed cycling route utilizing existing roadways, where cyclists share the roadway with other types of traffic. This type of bikeway does not provide cyclists with increased road privileges, rather it informs motorists of the cycling route.

The bicycle route within the Study Area centres on Borden Park Road, and follows 72 Street, 114 Avenue, 73 Street and 116 Avenue into Bellevue, 114 Avenue, 78 Street and 115 Avenue into Parkdale, and 79 Street south into the Virginia Park area.

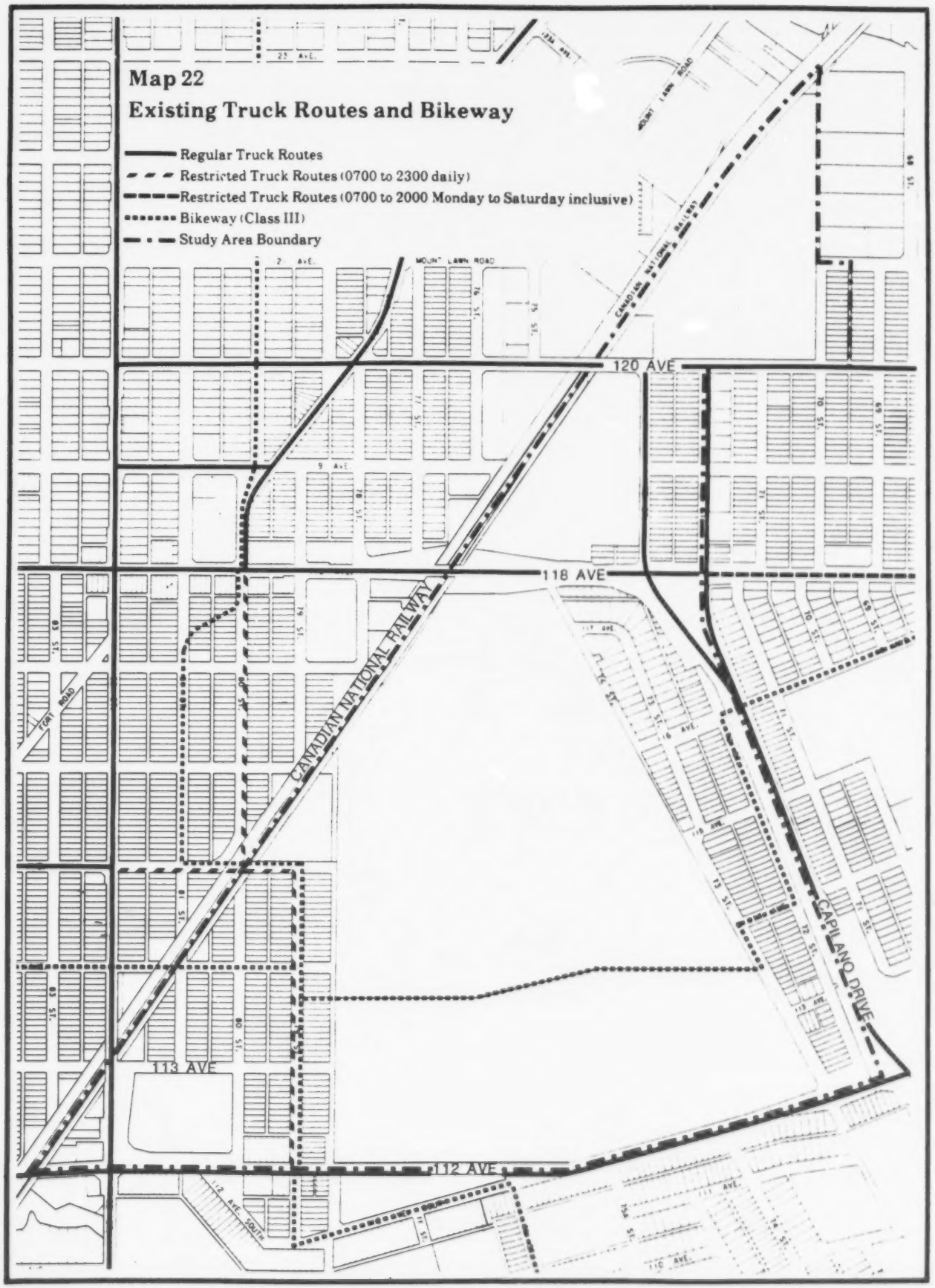
4.1.4 Transit

The Study Area is well served by both Light Rail Transit and Bus. LRT presently provides service within the area at the Coliseum Station, just north of 118 Avenue. The Stadium Station is located south and west of the Study Area.

The area is well served by City bus routes. The transit system provides frequent service to the downtown and other areas of the City. Due to the existence of Edmonton Northlands, special events servicing as well as peak hour and regular bus service are available. Map 23 identifies the transit services available in the area.


Map 20
Existing Transportation Network
Arterial roadways
Collector roadways
Study Area Boundary
120 AVE
118 AVE
113 AVE
112 AVE
72 ST
82 ST
CANADIAN NATIONAL RAILWAY
CAPILANO DRIVE
MOUNT LEHMAN ROAD

Map 21
Existing Traffic Volumes
Study Area Boundary
Total two-way daily traffic volume
120 AVE
14,500
19,500
120 AVE
13,000
29,500
17,000
17,000
118 AVE
16,000
CANADIAN NATIONAL RAILWAY
12,000
32,000
CAPILANO DRIVE
113 AVE
15,000
19,000
112 AVE
24,000
28,000
22,000
MOUNT LAMB ROAD
FORT ROAD
2 AVE. SOUTH


Map 22
Existing Truck Routes and Bikeway
Regular Truck Routes
Restricted Truck Routes (0700 to 2300 daily)
Restricted Truck Routes (0700 to 2000 Monday to Saturday inclusive)
Bikeway (Class III)
Study Area Boundary
120 AVE
118 AVE
113 AVE
112 AVE
CANADIAN NATIONAL RAILWAY
CAPILANO DRIVE
MOUNT LEHMAN ROAD
FORT ROAD

Map 23
Transit Routes, 1986
Light Rail Transit (LRT)
LRT Stations
Bus Routes
Basic
Peak Hour only
Transfer Point
Study Area Boundary
120 AVE
118 AVE
113 AVE
112 AVE
CAPILANO DRIVE
MOUNT LAIRD ROAD
FORT ROAD

4.1.5 Parking Bans in Effect

The Coliseum, Stadium and Edmonton Northlands site have created parking situations within the surrounding residential areas which have resulted in the Northlands Residential Parking Program, and the Major Stadium Events Parking Ban being imposed.

Map 24 shows the boundaries of these parking restrictions areas. The conditions of the bans restrict non-resident parking to a two (2) hour maximum between the hours of 8 a.m. and 10 p.m., seven days a week, year-round and provide parking permits for area residents' vehicles to park on-street at anytime.

4.1.6 Proposed Transportation Plans

The Five Year Transportation Program (1986-1990) identified four programmes in the Edmonton Northlands area.

Improvements included the construction of a 3 metre high noise wall along the east side of Capilano Drive between 112 and 118 Avenues. The construction and erection of the reddish-brown concrete wall was completed in 1986. Between 114 and 115 Avenues, the wall is 4 metres in height.

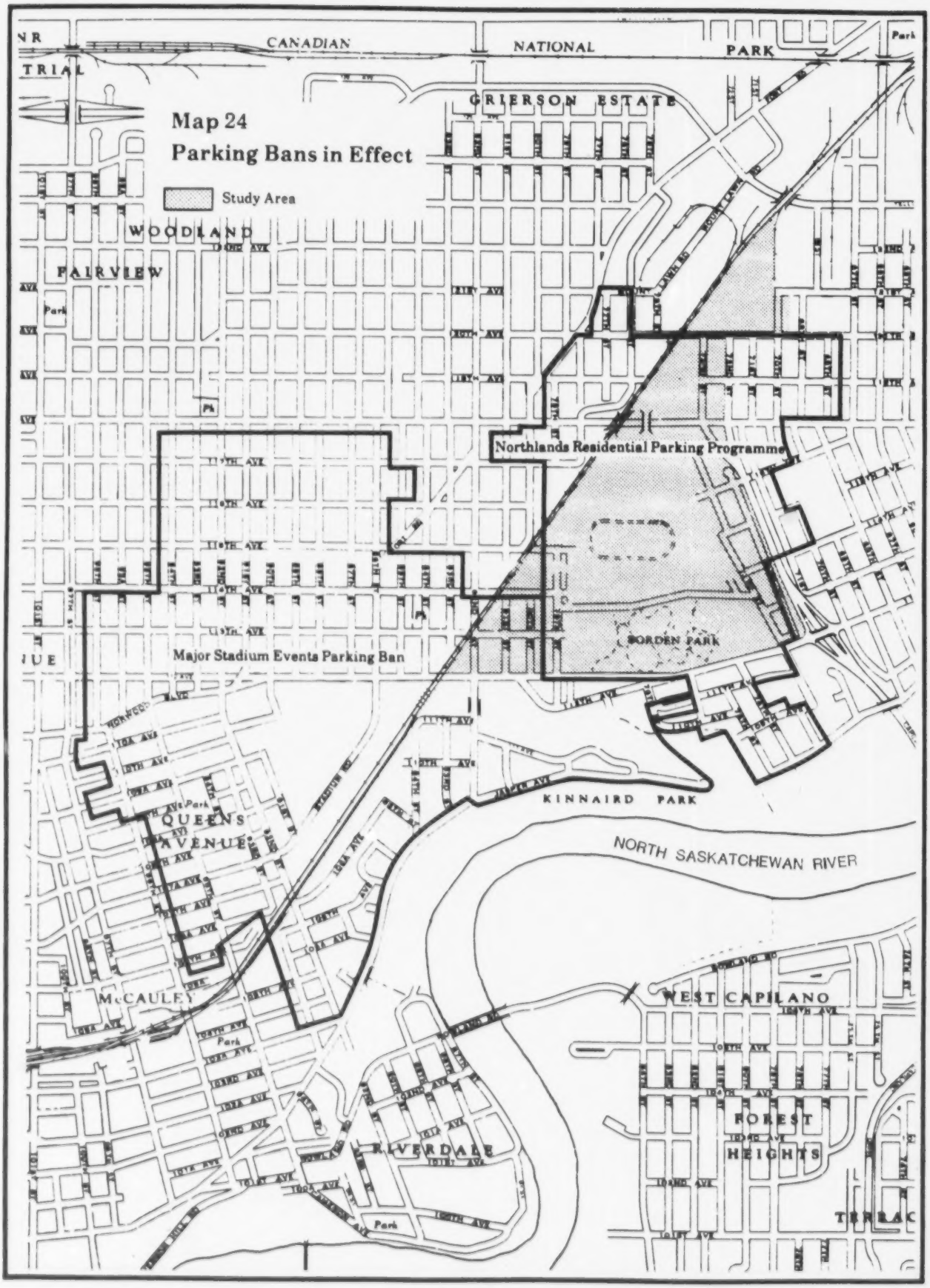
Intersection improvements in the form of a 0.2 kilometre westbound lane at the northeast corner of the intersection of 112 Avenue and 82 Street were also completed in 1986.

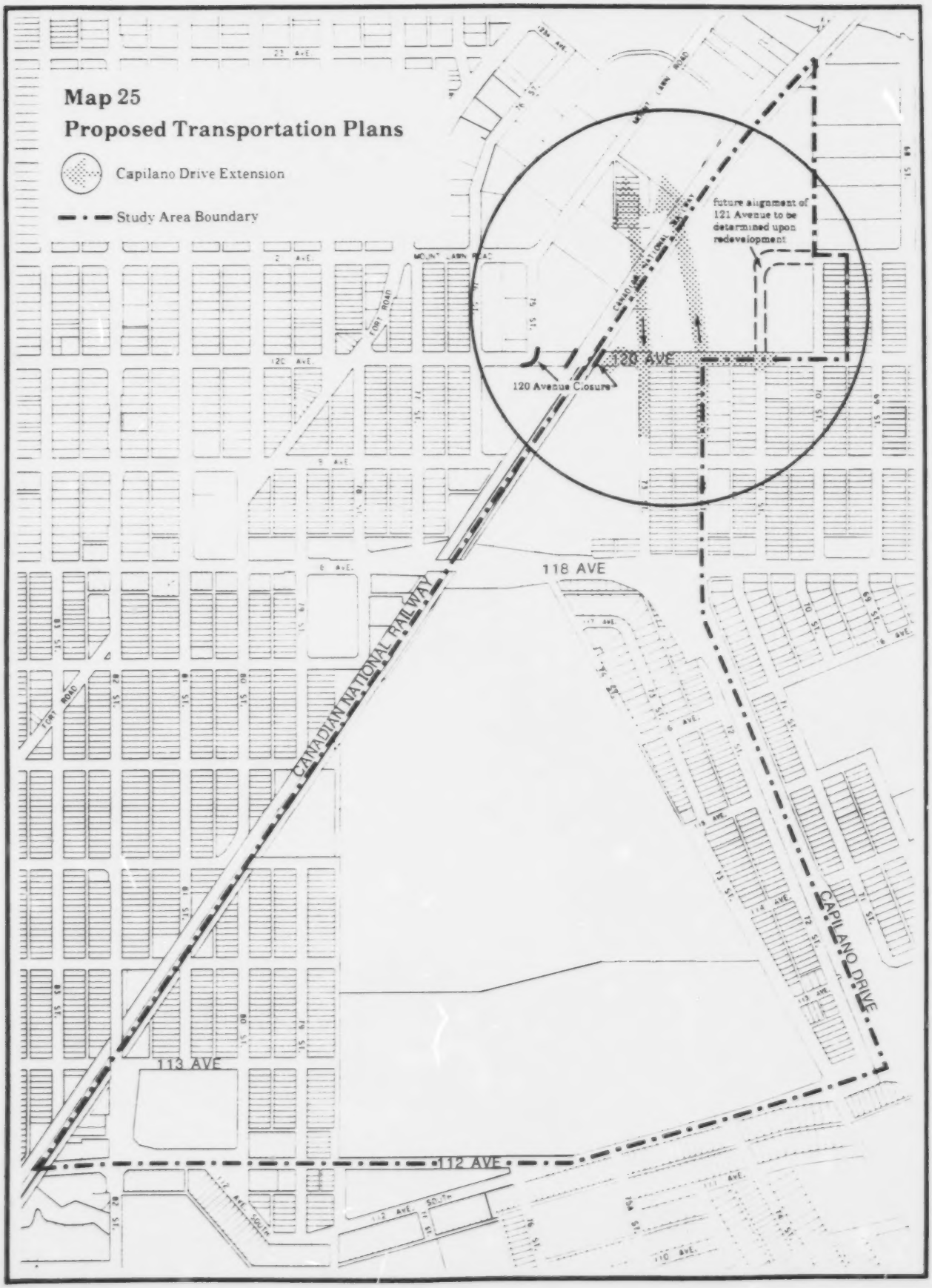
The major improvement scheduled in the area is the extension of Capilano Drive north of 120 Avenue to the Yellowhead Corridor. The proposed extension will take the form of a six (6) lane divided, at-grade arterial couplet system (northbound along 72 Street, southbound along 73 Street) through the vacant Burns site, across the CNR/LRT tracks and swinging northwest to the Yellowhead Corridor. Changes associated with the extension will be the closure of 120 Avenue west of the 73 Street intersection, improvements to the 120 Avenue/73 Street intersection and the identification of the future redesign of 121 Avenue to divert traffic north of 120 Avenue, contingent upon the redevelopment of the Burns site. Completion of the Capilano Drive Extension is slated for 1992 in the 1988-1992 Program.

An overview of the Capilano Drive Extension is shown on Map 25.

4.1.7 Edmonton Northlands Parking Assessment Study and Parking Management Programme

On 1986 08 18 the Executive Committee approved the appointment of IMC Management Consultants Inc. as parking consultants to provide a detailed study of the parking use and to develop a parking management programme for the Edmonton Northlands area.


Map 24
Parking Bans in Effect
Study Area
Northlands Residential Parking Programme
Major Stadium Events Parking Ban
CANADIAN
NATIONAL
PARK
GRIERSON ESTATE
WOODLAND
FAIRVIEW
BORDEN PARK
KINNAIRD PARK
QUEENS
AVENUE
McCAULEY
RIVERDALE
NORTH SASKATCHEWAN RIVER
WEST CAPILANO
FOREST
HEIGHTS


Map 25
Proposed Transportation Plans
Capilano Drive Extension
Study Area Boundary
future alignment of 121 Avenue to be determined upon redevelopment
120 AVE
120 Avenue Closure
118 AVE
CANADIAN NATIONAL RAILWAY
CAPILANO DRIVE
113 AVE
112 AVE
FORT ROAD
MOUNT LASKIN ROAD

The Study was completed in 1987 03. A copy of the Edmonton Northlands Parking Assessment Study and Parking Management Programme is included as Appendix 4.

4.2 Utilities

4.2.1 Water

The existing water infrastructure in the Study Area is identified on Map 26(a). There are no specific plans for the water system in the area. The existing integrity of the water system will be maintained and developed or redeveloped to adequately provide new services as required, on a user pay basis.

4.2.2 Sanitary and Storm Sewer System

Storm servicing for the Exhibition Grounds and Borden Park is provided through a 198.12 cm storm tunnel running along 78 Street to the North Saskatchewan River, and storm service for the Coliseum is provided through a 121.92 cm storm line which runs along Capilano Drive to the North Saskatchewan River. The remainder of the Study Area is serviced through the combined sewer system, as shown on Map 26(b).

As part of the Combined Sewer Upgrading Programme, the sewers within this area will be upgraded to meet the 5 year design storm level for existing land use conditions. Three sewers in the Study Area are proposed to be upgraded with completion during 1991 to 1996.

4.2.3 Other City Utilities

The Study Area is presently serviced by the Kennedale Power Substation. Existing power facilities are shown on Map 26(c). At this time there are no plans to rebuild or upgrade these existing facilities.

Existing telephone facilities are shown on Map 26(d). There are no plans to expand or rearrange these facilities.

4.2.4 Gas Utilities

Northwestern Utilities Limited's gas lines and facilities are shown on Map 25(e). Presently, there are no specific future plans for facilities in the area.

4.3 Services

4.3.1 Law Enforcement and Crime Prevention

The Study Area is served by the Londonderry Patrol Division of the Police Department. The Police Department advises that vandalism in this area is not a cause for concern. Residential vandalism in the Study Area is less than in other residential areas of the city.

The Police Department also advise that extra manpower is assigned during Klondike Days to enforce parking regulations in restricted areas. At other times, district cars are responsible for monitoring and enforcing parking restrictions. No other problems were identified in policing the area.

4.3.2 Fire Protection

Station #5 located at 11169 - 101 Street provides pumper and aerial fire protection, while Station #7 located at 5025 - 118 Avenue provides reserve service, as well as pumper and aerial protection.

4.3.3 Social Services

The Study Area is served by the Beverly Social Services Centre located at 5005 - 112 Avenue. This office provides a full range of services including individual and group counseling, family aide programmes, seniors programmes and a number of volunteer programmes.

4.3.4 Schools and Community Buildings

There is one school and one community building within the Study Area. As previously discussed, the Cromdale School was closed in 1980 and the Edmonton Public School Board has entered into a long-term lease with the Edmonton Immigration Services Association.

Children within the Study Area attend schools in adjacent areas. Public elementary students in the Cromdale area go to the Virginia Park Elementary School, while elementary students in the west Bellevue area attend Bellevue Elementary School.

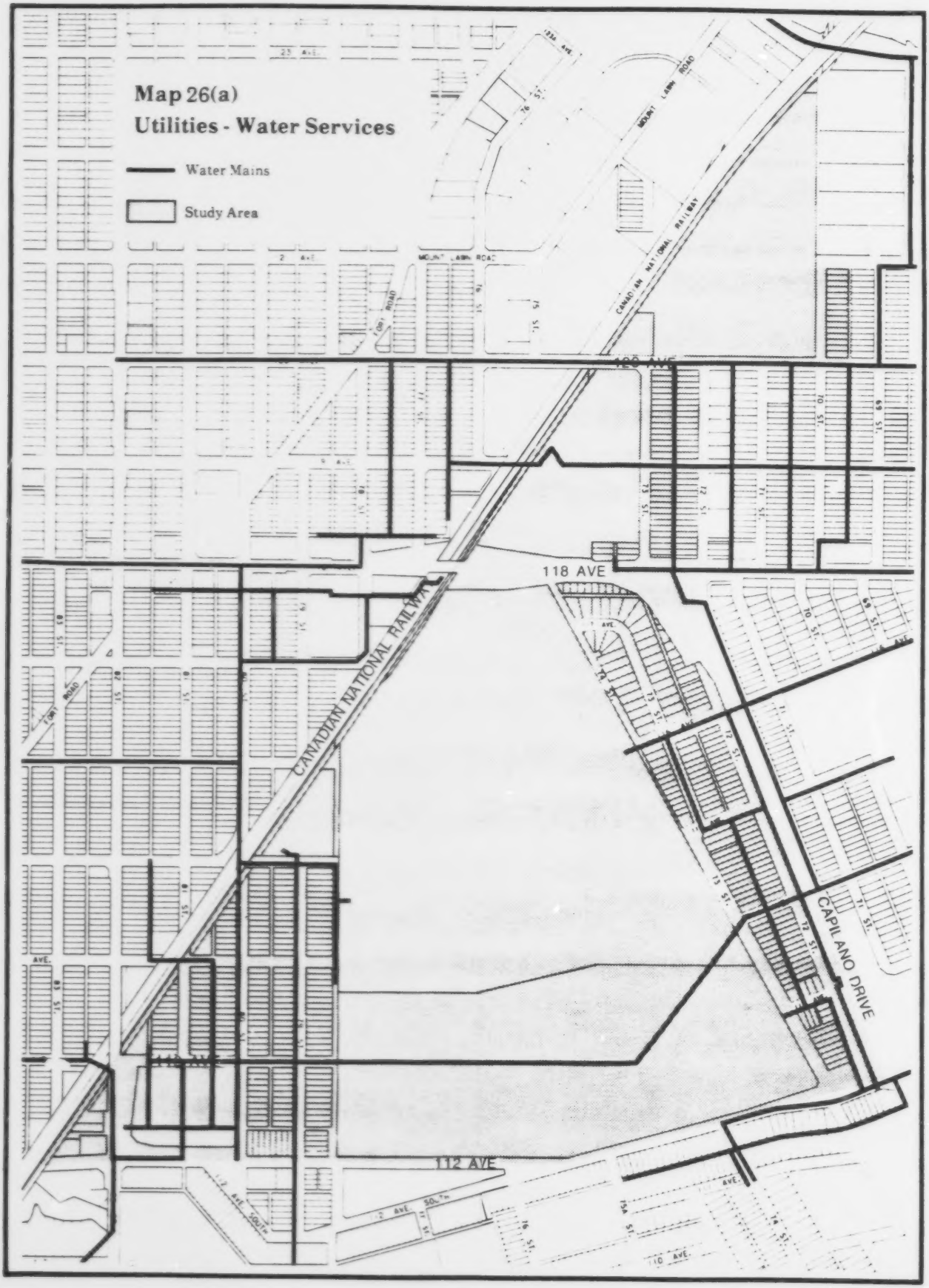
Junior public high school students in the study area attend Highlands Junior High School, and senior public high school students attend Eastglen Composite High School.

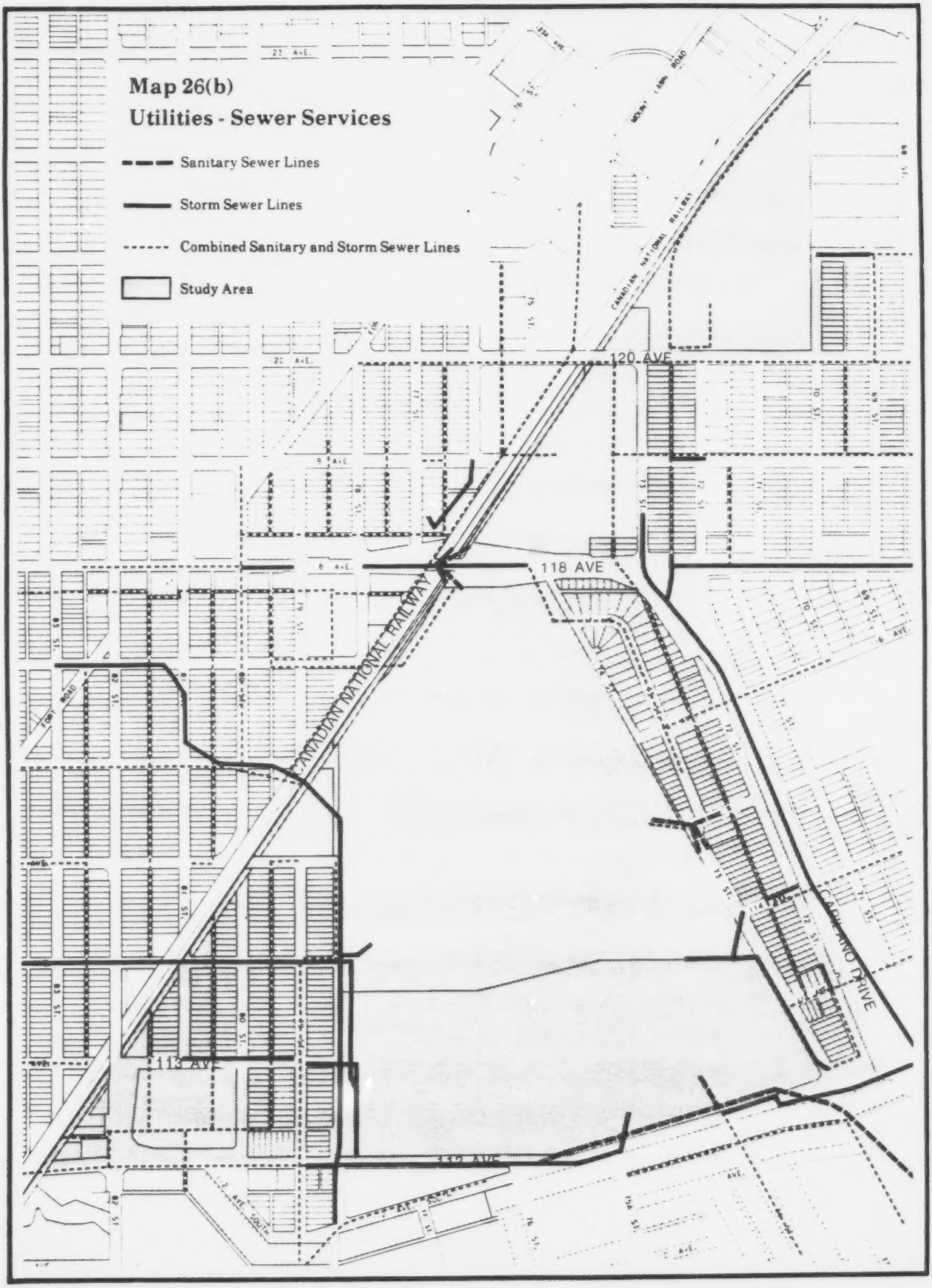
Separate elementary school and junior high school students from the area attend St. Alphonsus Catholic Elementary/Junior High School, or St. Clare Catholic Elementary/Junior High School, and separate senior high school students attend St. Joseph Catholic High School, or Archbishop O'Leary Catholic High School.

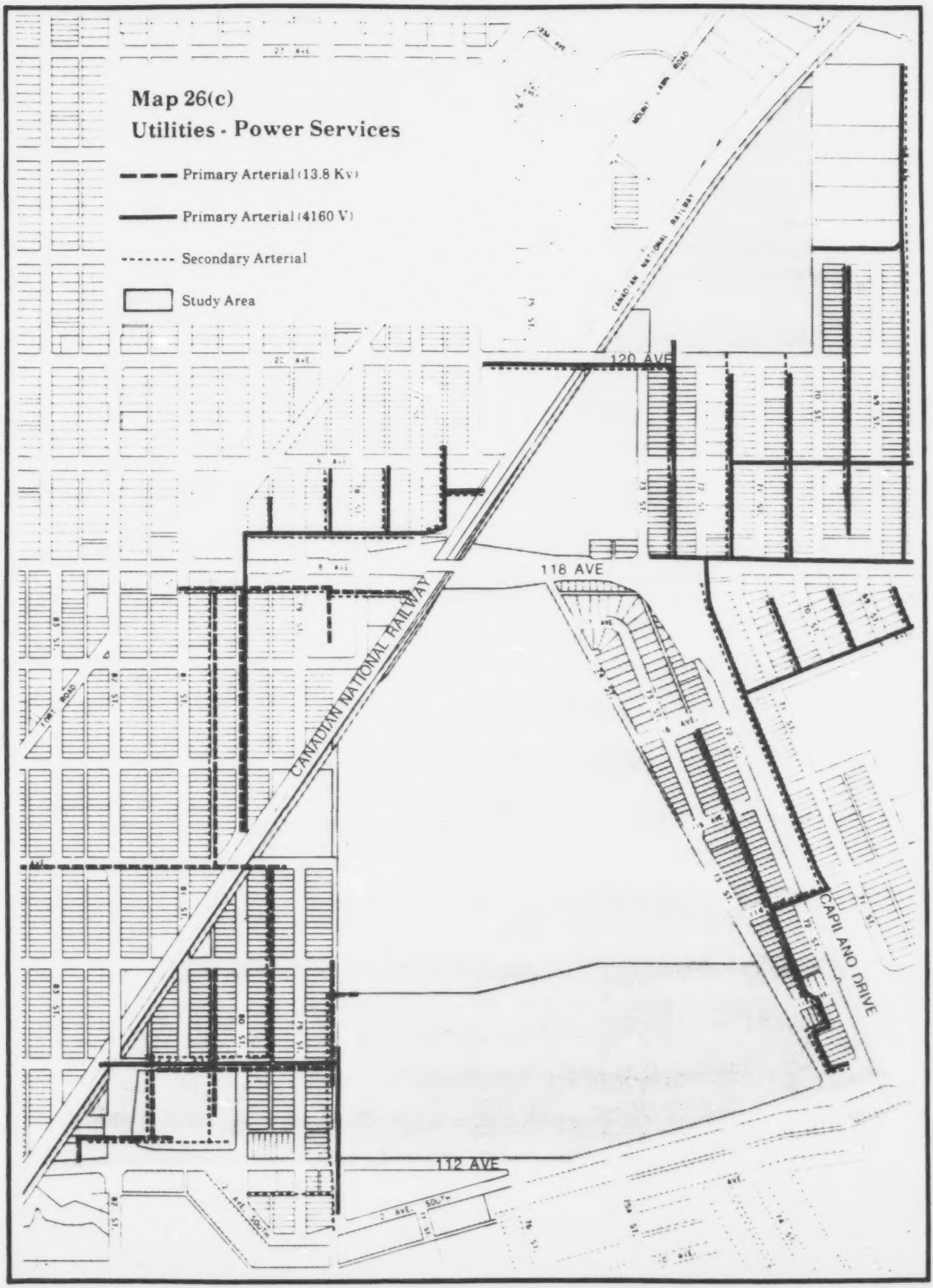
Within Borden Park is the Bellevue Community League Building, which is the only community building in the Study Area.

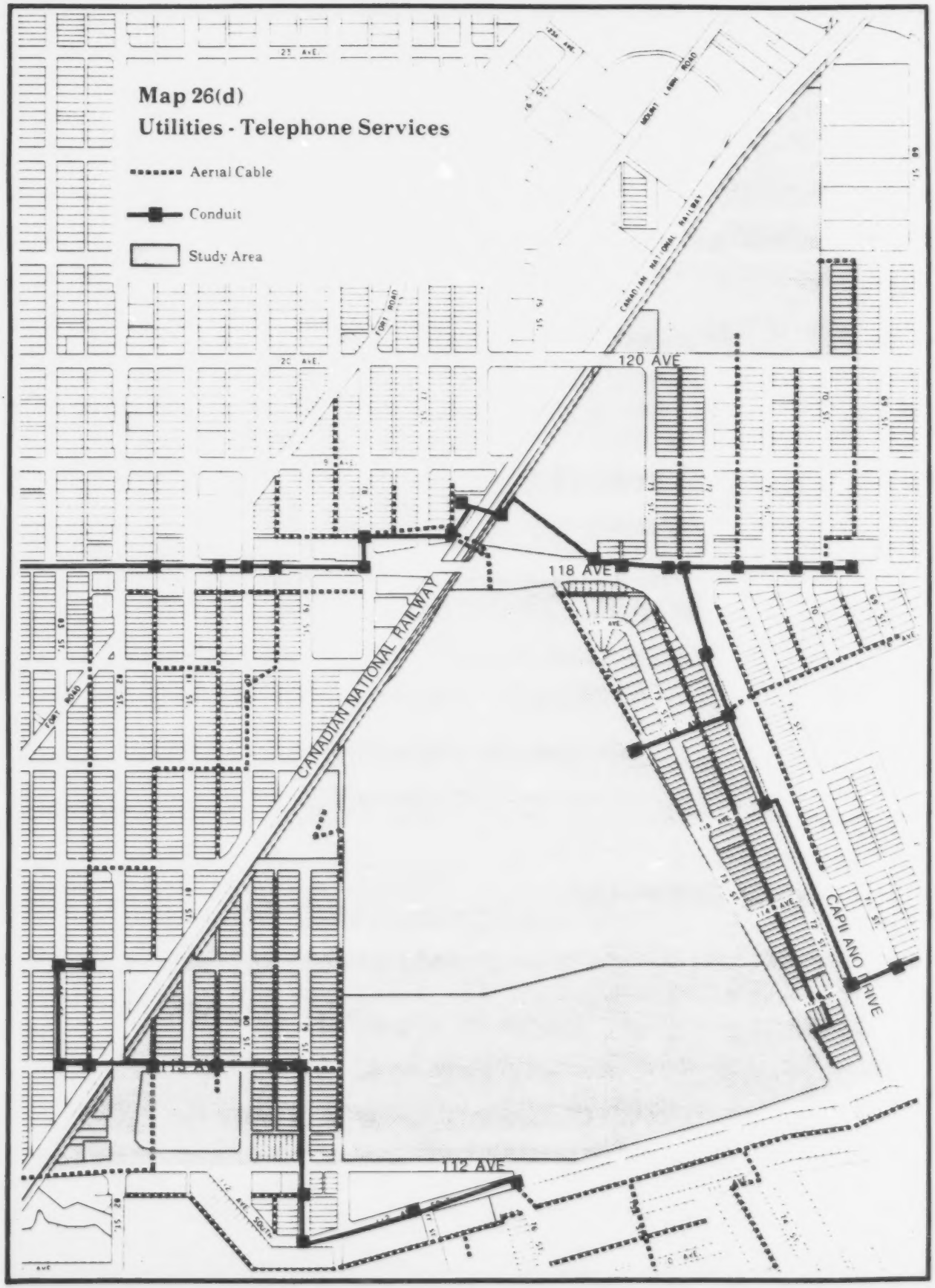
4.3.5 Parks and Open Space

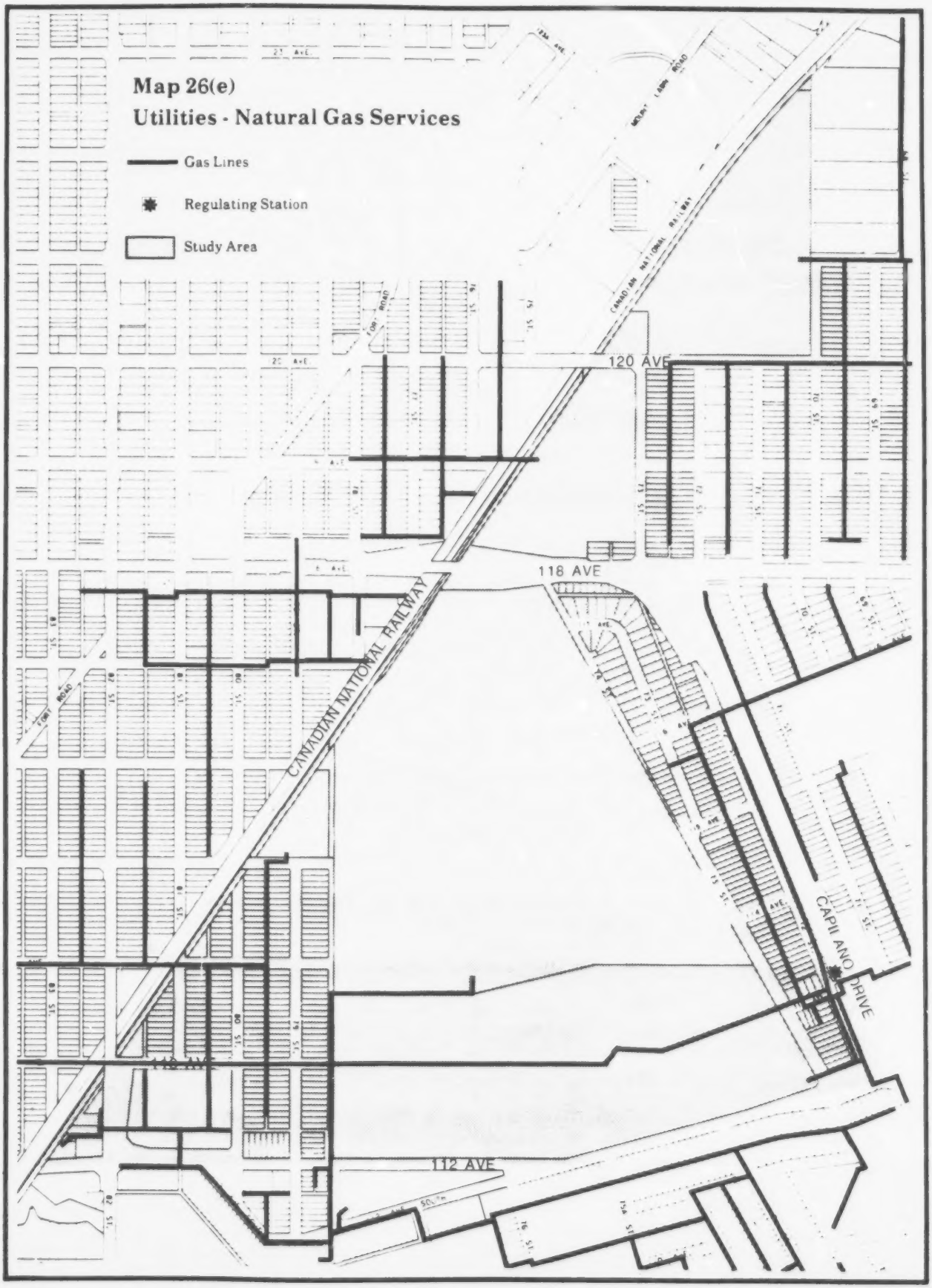
Borden Park offers a wide variety of parks and open space facilities as indicated in Section 2.1.6. The Study Area is not served by any community open space facilities. Viewpoint Park playground and facilities at Virginia Park Elementary School are the nearest playground facilities available outside Borden Park.


Map 26(a)
Utilities - Water Services
Water Mains
Study Area
MOUNT LEHR ROAD
CANADIAN NATIONAL RAILWAY
120 AVE
118 AVE
112 AVE
CAPILANO DRIVE


Map 26(b)
Utilities - Sewer Services
Sanitary Sewer Lines
Storm Sewer Lines
Combined Sanitary and Storm Sewer Lines
Study Area
120 AVE
118 AVE
113 AVE
CANADIAN NATIONAL RAILWAY
CANADIAN NATIONAL RAILWAY
FORT ROAD
MOUNT LAING ROAD
CASTLEWOOD DRIVE


Map 26(c)
Utilities - Power Services
Primary Arterial (13.8 Kv)
Primary Arterial (4160 V)
Secondary Arterial
Study Area
120 AVE
118 AVE
112 AVE
CANADIAN NATIONAL RAILWAY
CAPILANO DRIVE
FORT ROAD


Map 26(d)
Utilities - Telephone Services
Aerial Cable
Conduit
Study Area
120 AVE
118 AVE
112 AVE
CANADIAN NATIONAL RAILWAY
CAPILANO DRIVE
FORT ROAD
MOUNT LEHMAN ROAD


Map 26(e)
Utilities - Natural Gas Services
Gas Lines
Regulating Station
Study Area
120 AVE
118 AVE
112 AVE
CANADIAN NATIONAL RAILWAY
CANADIAN NATIONAL RAILWAY
CAPILANO DRIVE
LOWE ROAD
MOUNT LEHMAN ROAD

CHAPTER V ISSUES AFFECTING THE STUDY AREA

5.1 Background

There are a number of issues facing the communities within and surrounding the Northlands Study Area.

In June of 1982, the Borden Park Residents' Association submitted a comprehensive report to Council, identifying issues affecting the communities of Bellevue, Cromdale, Highlands, Montrose and Parkdale. The report was submitted in response to Edmonton Northlands' announced plans to develop an amusement park on the site.

In April of 1986, the Borden Park Residents' Association was asked to update their concerns and identify any new issues which now exist. The revised list is enclosed in Appendix 4.

On June 19, 1986, the communities surrounding the Study Area were invited to attend a public information meeting at the Bellevue Community Centre. The purpose of the meeting was to discuss the plan process, but more importantly to verify issues previously identified and to identify new issues in the Study Area. A list of issues was given to those in attendance, and they were requested to verify which issues remain relevant, which issues no longer exist or have been resolved, and to identify new issues which exist. At the meeting a number of new issues were identified, these are also included in Appendix 4. Once the issues were determined, attendants were requested to priorize or rank the importance of these issues. A total of thirty-six people attended the meeting, of which eleven (11) responses were received, including one from the Borden Park Residents' Association.

5.2 Summary of Issues

The following is a summary of the issues identified by area residents as a result of the public information meeting:

5.2.1 Edmonton Northlands

The communities adjacent to Edmonton Northlands live in an atmosphere of uncertainty. The surrounding area has been fragmented by the Capilano Freeway, the development of the LRT system, the construction of Commonwealth Stadium and the Edmonton Northlands Coliseum, and the growth of Edmonton Northlands itself. City Council approval of a large capital expansion and the recognition of the expansion area east of 73 Street between 112 and 118 Avenues in 1972, the exclusion of Edmonton Northlands from the Area Redevelopment Plan process in the early 1980's, and Edmonton Northlands growth since 1909 represent a threat to the function, stability and viability of the surrounding communities.

The uncertainty has resulted from the lack of a growth plan which identifies the long term boundaries of Edmonton Northlands, defines its function and development plans, and creates buffers between Edmonton Northlands and the surrounding communities.

The 1972 Council decision has created certain expectations for Edmonton Northlands. The Council decision endorsed the Woods-Gordon Report, which concluded that Edmonton Northlands should remain on its present site. The capital investment on the site with the development of the Coliseum and the AgriCom, and Council's commitment to the expansion area bounded by 112 and 116 Avenues, and 73 Streets and the Capilano Drive, has anchored Edmonton Northlands to the present site. The promise of the expansion area has ensured the potential for growth in this area.

Council's commitment of funds and endorsement of the expansion area is a further concern to area residents. Council's resolution was made without public hearing and without representation of and consultation with property owners within the expansion area, or surrounding communities.

5.2.2 Borden Park

The intensity of the adjacent race track use and present agreement for the lease of Borden Park parking areas to Edmonton Northlands has a negative impact on the use of Borden Park and interferes with its role as a district park.

Historically, Edmonton Northlands has used portions of the park for parking and other temporary uses (i.e., Klondike Days functions). The parking arrangement has been mutually beneficial to the City Parks and Recreation Department and Edmonton Northlands in the past.

Area residents state that the leasing of these lots discourages the public from using the recreation facilities and picnic areas, particularly due to Sunday racing. The community has expressed concern that certain crowd and noise generating Edmonton Northlands functions, such as the once proposed amusement park, would diminish the family recreational quality of the park, and have a detrimental affect on the park and surrounding communities.

Some concern was raised that the City is acquiring land west of 79 Street to facilitate the shifting of Borden Park westward. Concern was also expressed that the park area should be retained intact and the existing alignment of Borden Park Road should be maintained. There were also requests that Borden Park be designated an historical resource.

5.2.3 Transportation

There are two transportation issues in the study area:

1. parking: and

2. access and egress to and from the Edmonton Northlands site.

Parking issues stem from the concern that Edmonton Northlands has outgrown its present site and cannot or does not offer adequate on-site parking for various events (including Klondike Days). The community wants existing problems addressed.

Parking congestion in adjacent residential streets, despite the existing parking bans, has been identified as having disruptive impacts on the communities during major events.

The cost and inadequacy of on-site parking during concurrent facility use was noted, and concern was expressed about the leniency in the enforcing of parking requirements for existing and recently constructed facilities.

Concern was also raised about the lack of parking regulation enforcement by the City. Some comments noted that the parking bans created problems when residents entertained during major events, and therefore, infringed on their social activities, while others indicated that the bans should be extended to lands within a one kilometer radius, and reduced from a two hour parking restriction to an one hour restriction.

Access and egress to and from the Edmonton Northlands site has created its own problems. Traffic congestion on 112, 118, and 120 Avenues, on Capilano Drive and 82 Street hamper access and egress to and from adjacent areas before, during and after major events. The south gate was noted as an area of concern related to congestion within the park area.

The community requested that Council engage an independent traffic and transportation consultant to undertake a study to determine the impact of Edmonton Northlands on the surrounding communities.

5.2.4 Noise, Vandalism and Litter

Noise from the Klondike Days midway (train ride, etc.) race track announcements, outdoor concerts, early morning garbage removal, and traffic is of concern to area residents.

Vandalism including property damage to fences, landscaping and vehicles, theft and breaking and entering of homes and garages is perceived to increase during major events.

Littering of adjacent neighbourhoods was also identified as a problem, although the communities advise that Edmonton Northlands' litter control program has improved the problems since 1982.

5.2.5 Communications

The community wishes to establish a closer communication link between themselves and Edmorton Northlands. There were suggestions that there should be local representation on Edmonton Northlands Board or that a special committee could be set up to facilitate these communications.

5.2.6 "Block-Busting"

A number of residents specifically mentioned 'block-busting' as an issue.

The concerns most often raised included the fairness of land acquisition methods, and the reasons why lands in the south Cromdale area, outside the deemed expansion area are being acquired by Edmonton Northlands and the City of Edmonton.

The depressed resale value of the remaining homes, and the future resale value of these properties due to existing acquisitions were also issues raised.

5.2.7 Amusement Park

The past proposal of the development of a permanent commercial amusement park at the southeast corner of the site was strongly opposed. Concerns for the creation of visual, noise, vandalism, litter and parking and transportation problems were identified. As well, the proposed location of the amusement park area was removed from the existing LRT access, which was cited as creating additional parking problems. These parking demands could result in the further use of Borden Park parking lots by Edmonton Northlands patrons.

5.2.8 Maintenance of Residential Property

A number of residents raised issues related to the maintenance of rental property and the method by which absentee landlords lease their rental properties.

Incidences of poorly maintained properties and undesirable tenant situations were cited. These situations were identified as detracting from the quality of life by creating stress and instilling the fear of retribution if complaints were filed.

As well, concern was expressed at the loss of homes and families in the community through the demolition of acquired lands and properties.

5.2.9 Buffering

The community identified the need for social and physical engineering to create a buffer between the Edmonton Northlands site and activities from the community.

5.2.10 Other Issues

A number of other issues were raised by one or more residents. These include:

1. Social Costs: Surrounding communities have accommodated a number of major public facilities. Some residents asked if a social impact study would be undertaken as part of the area redevelopment plan process to assess the social costs to the community of subsidizing the "common good".

2. LRT and Transit: The city should encourage the use of transit facilities to minimize parking and transportation problems, and offer incentives to this end.

3. Widening of 112 Avenue: Concern was expressed that the possible widening of 112 Avenue would create further safety hazards to the community and that the construction of super structures to accommodate increased vehicular access into the Edmonton Northlands site would be at the expense of the community and Borden Park.

4. Concern for the Integrity of Approved Plans: Concern was expressed that commitments made in previously approved area redevelopment plans should be recognized and maintained.

5. Development Adjacent to the LRT Lines: There should be a long range plan for attractive residential development along the LRT to ensure realization of its ultimate development potential.

6. Expansion Plans for Edmonton Northlands: The community wants clear, firm plans showing the ultimate development of the Edmonton Northlands site.

7. Edmonton Northlands/Convention Centre Lease: Concern was expressed as to the impact this agreement would have had on the surrounding community and the development of the Northlands Area Redevelopment Plan had it been approved by Council.

5.2.11 Other Issues Outside the Scope of the Plan

A number of additional issues were raised which, although outside the scope of the statutory plan are of concern to adjacent communities. These include:

1. Safeguarding of the City's Interest: Concern was expressed that the City's financial and municipal interests in the area should be safe-guarded.

2. The Relationship of the City and Edmonton Northlands: Questions were raised concerning the relationship between the City of Edmonton and Edmonton Northlands, and the nature of funding for Edmonton Northlands.

3. Subsidizing the 'Common Good': Area residents asked how many public facilities a neighbourhood could be expected to accommodate within its boundaries, and what were the social costs to the community of subsidizing the "common good"?

4. Tenant Situations: Concern was expressed that rental guidelines should be developed to deal with tenant difficulties.

APPENDICES

APPENDICES

APPENDIX 1	Northlands Area Redevelopment Plan Terms of Reference, (Revised), 1985 11 26
APPENDIX 2	Bylaw 6952, an amendment to the Land Use Bylaw to create a DC5 (Site Specific Development Control) District to allow development of surface parking for Edmonton Northlands in a matter that will be compatible with the low density residential neighbourhood to the south.
APPENDIX 3	Excerpts from the Northeast Light Rail Transit Corridor Study, 1978
APPENDIX 4	Edmonton Northlands Parking Management Study, 1987
APPENDIX 5	Issues as Perceived by Area Residents, 1986
APPENDIX 6	Issues as Perceived by Edmonton Northlands, 1987

APPENDIX 1

Northlands Area Redevelopment Plan Terms of Reference, (Revised), 1985 11 26.

EDMONTON NORTHLANDS AREA REDEVELOPMENT PLAN
TERMS OF REFERENCE
(REVISED)

MANDATE

At the December 13, 1983 meeting of Council the following recommendation was concurred in:

> "That the Administration be directed to develop Terms of Reference for an area redevelopment plan to cover the Edmonton Northlands area"

At the regular meeting of June 18, 1985 Council approved the following motion as amended:

> "That Council direct the Administration to prepare an A.R.P. for the Northlands Area in consultation with Northlands and the Borden Park Residents Association.
>
> "That the Public Affairs Committee review forthwith the Terms of Reference with Northlands and the Borden Park Residents Association and bring forth recommendations to Council."

At the July 9, 1985 meeting Council concurred in the Public Affairs Committee's recommendations which included the following:

> "That the Administration revise the Terms of Reference, in consultation with Edmonton Northlands and the Borden Park Residents Association, for preparation of Area Redevelopment Plans."

BOUNDARY OF ARP

The land subject to the Area Redevelopment Plan is contained within the boundaries illustrated in Map 1. This map also indicates the surrounding ARP areas.

Boundaries for the Edmonton Northlands area and the Borden Park area will be established within the boundaries shown on Map 1. Some portions of the Area Redevelopment Plan may be deleted in the final ARP if, through the planning process, it is determined they should remain as parts of the surrounding ARPs.

PURPOSE AND SCOPE OF THE ARP

The Planning Act, Section 65, stipulates that an Area Redevelopment Plan may be prepared for all, or any, of the following purposes:

(i) preserving or improving land and buildings in the area;

(ii) rehabilitating buildings in the area;

(iii) removing buildings from the area;

(iv) constructing or replacing buildings in the area;

(v) establishing, improving or relocating public roadways, public utilities or other services in the area;

(vi) any other development in the area.

The general purpose of an ARP for the Edmonton Northlands area is to provide policy direction for future land use within the boundary. Land use recommendations and design guidelines will be provided as part of the Area Redevelopment Plan.

The goal of the ARP is to facilitate the continued operations of Northlands as a major exhibition and recreation facility serving Edmonton and northern Alberta while preserving the viability and quality of life of surrounding residential communities.

The Plan will be prepared in a comprehensive manner with the following subject areas being addressed:

function of the plan area within Edmonton
future land uses
impacts on surrounding communities
public utility requirements
transportation requirements

THE DOCUMENT

The final product will be an Area Redevelopment Plan to be approved by bylaw by City Council. The Plan will fulfill the requirements of the Planning Act, RSA 1980. If required, bylaws to amend the Edmonton Land Use Bylaw and surrounding ARP Bylaws will be prepared.

PROCESS

Stage 1: Issue Identification and Analysis

This first stage will involve meeting with the bordering community groups and other special interest groups.

All past submissions regarding Edmonton Northlands, including those of the Borden Park Residents Association and Edmonton Northlands, will be reviewed and analyzed by the Planning and Building Department.

Planning documents, such as Edmonton Northlands General Development Plan, prepared by MacKenzie Spencer Associates, Study of Expansion Requirements, prepared by Woods, Gordon & Co., Northeast Light Rail Transit Corridor Study, prepared by du Toit Associates Ltd., and existing Area Redevelopment Plans (Coliseum Station, Montrose/Santa Rosa, Parkdale, and Stadium Station) will be included in that review.

General data will be collected and analyzed and made available to all parties upon request.

Stage 2: Development of Alternative Land Use and Development Concepts

The Administration will develop objectives for the Plan area as the basis for preparing alternative land use and development concepts.

Edmonton Northlands will provide the Administration with alternative development concepts for the Edmonton Northlands area. Northlands anticipates this will require approximately eight weeks to complete following the development of the Plan objectives. The Borden Park Residents Association may also provide the Administration with alternative land use concepts.

The Administration will synthesize and evaluate all concepts and may develop alternative concepts. These will be combined into two or more development scenarios representing the various options, and presented to all levels in the public participation process.

Stage 3: Preparation of Draft Plan

A development scenario will then be selected by the Administration which will prepare a Draft Plan. The Draft Plan will be circulated for comments from the Civic Administration, Edmonton Northlands, the bordering community groups and other special interest groups. Sufficient time will be allotted in this activity to allow the effects on the City and surrounding communities to be thoroughly investigated in this process.

Under the direction of the Administration an economic consultant will conduct a preliminary assessment of the costs and benefits of the Plan proposals. Depending upon the results of this preliminary assessment a full cost benefit analysis will be considered if funds are available.

Stage 4: Plan Approval

The Edmonton Northlands ARP Bylaw will be presented to City Council for approval. In accordance with the Planning Act, RSA 1980, a public hearing will be held prior to Second Reading of the Bylaw. If required, Bylaws to amend the Edmonton Land Use Bylaw and surrounding ARP Bylaws will be presented to City Council at the same time.

PUBLIC PARTICIPATION

The Planning and Building Department will coordinate all public participation and information dissemination.

Due to the nature of Edmonton Northlands, a program for public participation will be developed on three levels:

1) the local level, including the surrounding neighbourhoods; and

2) the City level, since the present and future use of Edmonton Northlands affects the entire City; and

3) the Northlands user group. Northlands will provide to the City of Edmonton Planning and Building Department the names of the participants in this group who will be invited to make written submissions or to attend a regularly scheduled public participation meeting at which time their input can be made.

Level I - The Surrounding Communities

This will involve review and analysis of the 1982 Borden Park Residents Association submission.

Public meetings will be held at the following stages:

1) beginning of the planning process;
2) prior to the selection of a preferred development scenario;
3) draft plan presentation.

Level II - The City

As Edmonton Northlands plays an important role in many facets of City life, it will be important to keep the general public and user groups informed.

This will be accomplished through strong media contact and a coordinated public information program.

Key times for such media coverage are:

1) at the beginning of the plan process,
2) selection of development scenario, and
3) presentation of Draft Plan to the general public (City wide advertisement).

As well, there may be a number of special interest groups (such as the East Edmonton Business Association, the Chamber of Commerce, etc.) which may be incorporated into the public participation process. The level of involvement of these groups would depend upon their interest.

Level III - The Northlands User Group

Specialized user groups of the Northlands facilities will be incorporated into the public participation process. A list of these groups will be provided to the Planning and Building Department by Edmonton Northlands. Users from outside the City will be included in the process. These groups will be advised when public meetings and statutory Hearings are scheduled.

THE PLAN TEAM

The Planning and Building Department will be the project manager with considerable input and working assistance from a few key civic departments, Edmonton Northlands and the Borden Park Residents Association.

The key departments are:

1) Transportation
2) Parks and Recreation
3) Law

A "Technical Working Committee" of representatives from the key departments along with representation from Edmonton Northlands and the Borden Park Residents Association will be struck to facilitate the planning process. It will be the responsibility of the Working Committee members to represent their group's interests and to keep their respective organizations informed. Resource people may also be seconded to the Committee by the representatives as required.

ROLES AND RESPONSIBILITIES

The Planning and Building Department will be the project manager and as such will be responsible for the following:

1) background review and analysis;
2) development of Plan objectives;
3) review of alternative development concepts as prepared by Edmonton Northlands and other participants;
4) synthesis and formulation of alternatives and selection of a preferred alternative;
5) coordination of input from the Working Committee representatives;
6) preparation of a draft plan;
7) preparation of various Administrative and Council reports, as required;
8) supervision of economic consultants, if approved;
9) coordination of public participation process;
10) bylaw preparation, ARP and LUB amendments, if necessary.

Edmonton Northlands and the Borden Park Residents Association

1) preparation of alternative development concepts for the Northlands area, and alternative land use concepts in the Plan area;
2) participation in the Technical Working Committee;
3) review of draft plan;
4) input to Planning Department, as required;

CIVIC DEPARTMENTS

Transportation

Since Edmonton Northlands is a major generator of traffic which has both local and City-wide impacts, there will be a need to comprehensively analyze the impact of future development scenarios on the transportation system. Therefore, significant input will be required from the Transportation Department.

The Transportation Department shall:

1) provide data on existing and proposed transportation networks;
2) conduct a study of alternative modes of transportation and access to serve the Northlands area;
3) evaluate the impacts on the various local and City transportation system configurations of alternative development scenarios;
4) input in defining recommendations and policies regarding transportation for the Draft Plan;
5) attend public meetings, if required.

Parks and Recreation

The Parks and Recreation Department operates Borden Park which abuts the Northlands area. As future redevelopment of Northlands will have an impact on Borden Park it will be expedient to include Parks and Recreation in the planning process.

The Parks and Recreation Department shall:

1) provide data on existing and proposed use of facilities;
2) evaluate development scenarios for impacts on Parks and Recreation operations;
3) input in defining recommendations and policies concerning Parks and Recreation requirements;
4) attend Public Meetings, as required.

Law

The Law Department shall:

1) provide legal advice, as required;
2) review draft plan for conformance to the Planning Act;
3) review bylaw annotations for compliance to format requirements..

PROPOSED TIME SCHEDULE

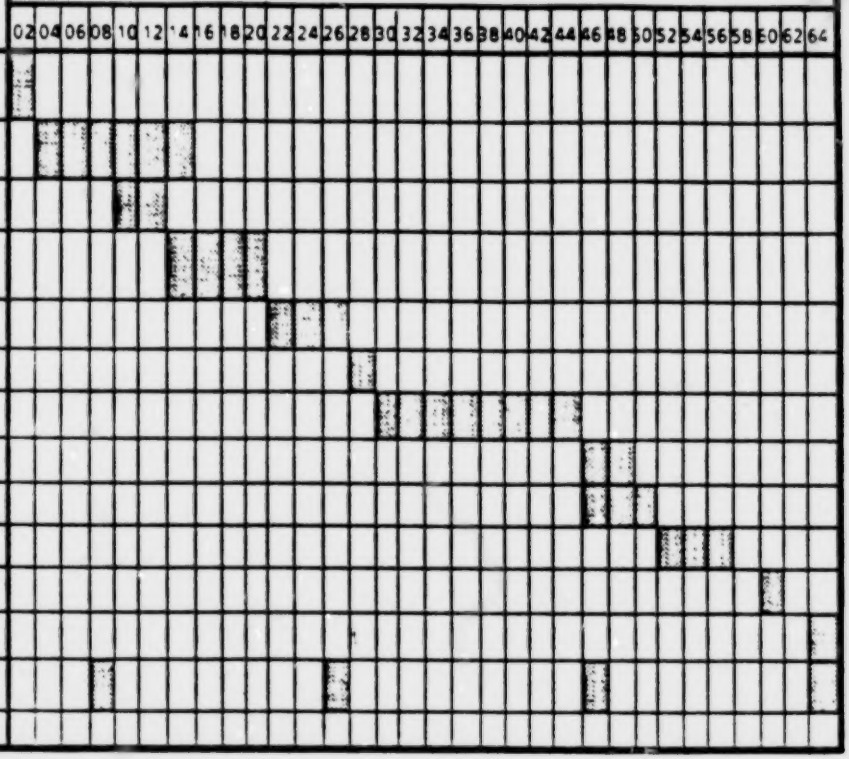
Attachment I is a proposed timeline for completion of the Plan.

Prepared by
Planning and Building Department
September 23, 1985

ATTACHMENT I

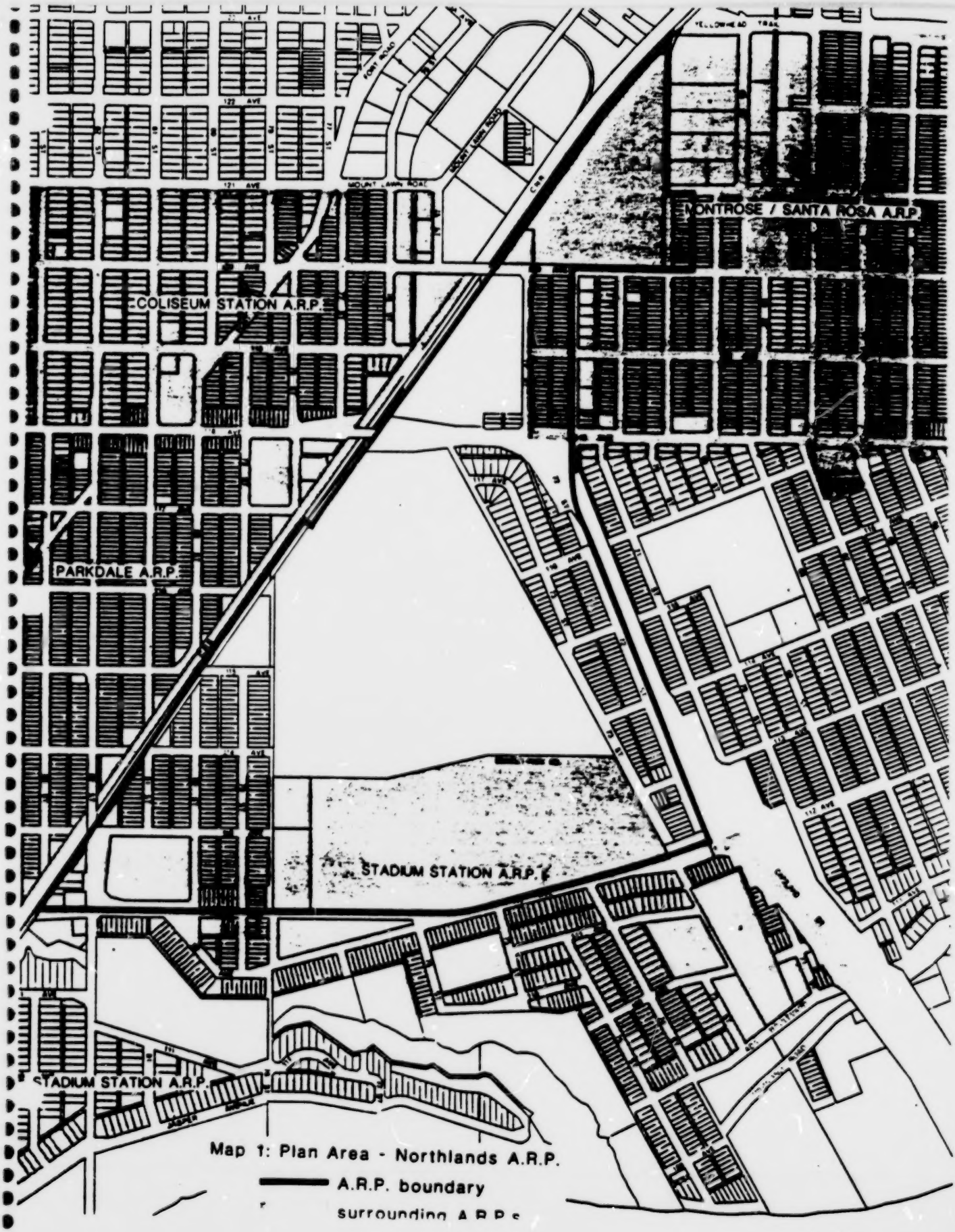
Edmonton Northlands
Area Redevelopment Plan

ACTIVITY	TIME CHART (Week #)
1) Council Approval Terms of Reference & Boundaries	
2) Background Review & Analysis	
3) Plan Objectives	
4) Preparation of Alternative Concepts*	
5) Review Alternatives	
6) Select Alternative	
7) Prepare Draft Plan	
8) Internal Review of Draft	
9) External Review	
10) Revise Draft/Print	
11) Executive Committee	
12) Council	
13) Public Participation/Mtgs	



* Edmonton Northlands to provide alternative development concepts for the Northlands area.

Prepared by:
Planning and Building Department
September 23, 1985



Map 1: Plan Area - Northlands A.R.P.

A.R.P. boundary

surrounding A.R.P.s

APPENDIX 2

MUNICIPAL PLANNING COMMISSION
ACTION:
Supported: 1982 05 27

As to Form
Municipal Planning Commission
Secretary

Bylaw No. 6952 (As Amended)

A Bylaw to amend Bylaw 6952 The Edmonton Land Use Bylaw

WHEREAS Lots 1 to 11, Block 45, Plan 1188 H.W., Lots 18 to 23, Block 44, Plan 2330 A.W., Lot 14, Block 43, Plan 1188 H.W., Lots 15 and 16, 19 to 24, Block 43, Plan 2677 Q., Lots 17 and 18, Block 43, Plan 1272 K.S., located east of 73 Street to Capilano Freeway, north of 116 Avenue, NORTH BELLEVUE, Edmonton, Alberta, are specified on the Land Use District Map as RF1 (Single Detached Residential District); and

WHEREAS on 1982 05 27 an application was supported by the Municipal Planning Commission to redistrict the above described property to US (Urban Service District).

WHEREAS the Land Use Bylaw permits Council after the public hearing on any proposed redistricting bylaw, to amend the proposed bylaw to a Site Specific Development Control District - DC5; and

WHEREAS at its meeting of 1982 11 09, Council determined that the development circumstances of the aforementioned lands are such that the use of a site specific district is warranted and concurred in the following motion: "That Bylaw 6952 be referred to the Administration to come back at the next Council meeting for second and third reading in the amended form of DC5."

NOW THEREFORE after due compliance with the relevant provisions of the Planning Act, RSA 1980, C.P-9, as amended, the Municipal Council of the City of Edmonton enacts as follows:

1. The Land Use District Map, being Appendix III to Bylaw 5996 The Land Use Bylaw of the City of Edmonton is hereby amended by redistricting the following lands:

Lots 1 to 11, Block 45, Plan 1188 H.W., Lots 18 to 23, Block 44, Plan 2330 A.W., Lot 14, Block 43, Plan 1188 H.W., Lots 15 and 16, 19 to 24, Block 43, Plan 2677 Q., Lots 17 and 18, Block 43, Plan 1272 K.S., located east of 73 Street to Capilano Freeway north of 116 Avenue, NORTH BELLEVUE, which lands are shown on the sketch plan, attached and forming part of this bylaw, from RF1 (Single Detached Residential District) to DC5 (Site Specific Development Control District).

2. The uses and development regulations of the said DC5 (Site Specific Development Control District) are those outlined in Schedule "A", attached hereto.

READ a first time this 9th day of November, A.D. 1982;

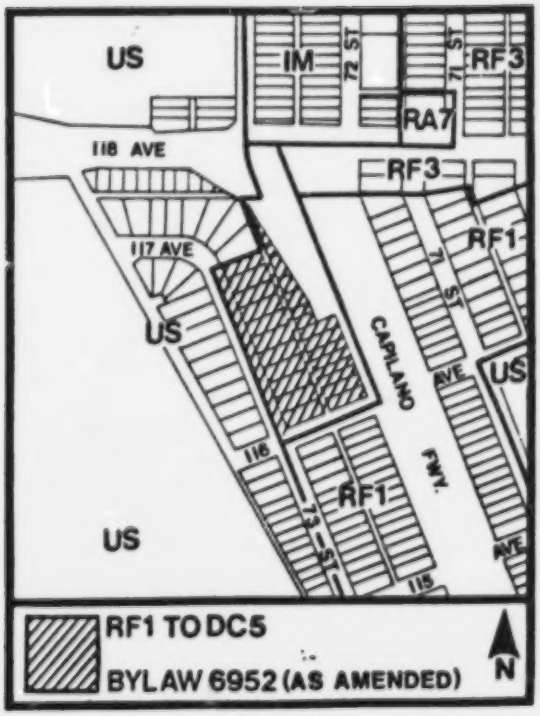
READ a second time this 23rd day of November, A.D. 1982;

READ a third time this 23rd day of November, A.D. 1982.

THE CITY OF EDMONTON

Mayor

City Clerk



(AS AMENDED)

SCHEDULE A: DC5 (SITE SPECIFIC DEVELOPMENT CONTROL) DISTRICT

1. General Purpose

To establish a site specific development control district to allow for the development of surface parking for Edmonton Northlands, in a manner that will be compatible with the low density residential neighbourhood to the south.

2. Area of Application

Lots 1 to 11, Block 45, Plan 1188 H.W., Lots 18 to 23, Block 44, Plan 2330 A.W., Lot 14, Block 43, Plan 1188 H.W., Lots 15 and 16, 19 to 24, Block 43, Plan 2677 Q., Lots 17 and 18, Block 43, Plan 1272 K.S.; located east of 73 Street to Capilano Freeway, north of 116 Avenue, NORTH BELLEVUE

3. Uses

3.1 Surface Parking

4. Development Criteria

4.1 A landscaped yard, a minimum of 4.5 m (14.8 ft) in width shall be provided along that portion of the site adjacent to 116 Avenue.

4.2 A landscaped yard, a minimum of 4.5 m (14.8 ft) in width shall be provided along that portion of the site adjacent to 72 Street, except that if 72 Street is closed and consolidated with the site, the minimum required yard shall be provided adjacent to the Capilano Freeway right-of-way.

4.3 Landscaping and screening of the parking area shall be provided in accordance with the provisions of Section 69 of the Land Use Bylaw to the satisfaction of the Development Officer.

4.4 The layout and dimensions of parking space shall be in accordance with the provisions of Section 66 of the Land Use Bylaw.

4.5 The parking area shall be hard surfaced in accordance with the provisions of Section 67 of the Land Use Bylaw.

4.6 Any outdoor lighting for the parking area shall be located and arranged so as to comply with Section 62 of the Land Use Bylaw.

4.7 Access to the site shall be from 116 Avenue only, unless otherwise approved by the City Engineer.

4.8 Signs shall be allowed in this district as provided for in Schedule 79I and in accordance with the general provisions of Sections 79.1 to 79.9 inclusive of the Land Use Bylaw.

4.9 The surface parking use allowed by this district shall not include the parking or storage of trailers or other structures used for exhibitions, displays or games of amusement, typically associated with the activities of Edmonton Northlands.

Certified a true copy as to [illegible]

APPENDIX 3

The following are excerpts from the Northeast Light Rail Transit Corridor Study - land Use Plans report prepared by du Toit Associates Ltd., and adopted by Council, as amended, in 1978.

8. The Exhibition Grounds

The Exhibition boundary should be restricted to those approved in 1972. The grounds should be developed in accordance with a long range development program. Access should be limited to major arterials, and the edge of the property should be landscaped.
A parking ban on surrounding streets should be established during major events.

The Exhibition Grounds, like the Clarke Field, is a large entertainment facility with a catchment area that extends far beyond the community in which it is located. As the Exhibition has grown, so to have the communities around it. This has led to increased impact, or land use friction, between one and the other, for example:

-The expansion requirements of the EEA conflict with residents' desires to preserve existing single family housing stock so as to support dwindling school enrollments in inner city neighbourhoods.

-Insufficient Exhibition on-site parking to meet the demand during high use periods, creates on-street parking and traffic congestion in adjacent residential areas.

There is no approved long range land use plan for the Exhibition Grounds, except for an expansion area approved by City Council in June, 1972 (see Figure 51). We recommend that this boundary be set as the final limit of the EEA's growth.

Independent of the long range plan, other measures (see Figure 52) may be initiated in the

short-term to help reduce the impact of this major activity area upon surrounding communities:

-Access to the site should be limited via 78 Street and 73 Street from 112 Avenue, and via 116 Avenue from the Capilano Freeway. This will replace traffic through existing communities and obviate the necessity to construct additional rail underpasses. 115 Avenue will remain as a service and auxiliary patron access point.

-Landscaping to create a visual buffer strip should be provided around the perimeter of the site (especially in areas adjacent to residential development). Approval of redevelopment or expansion should be contingent upon this requirement.

-During major events, a parking ban similar to the one in effect in the Stadium area should be established.

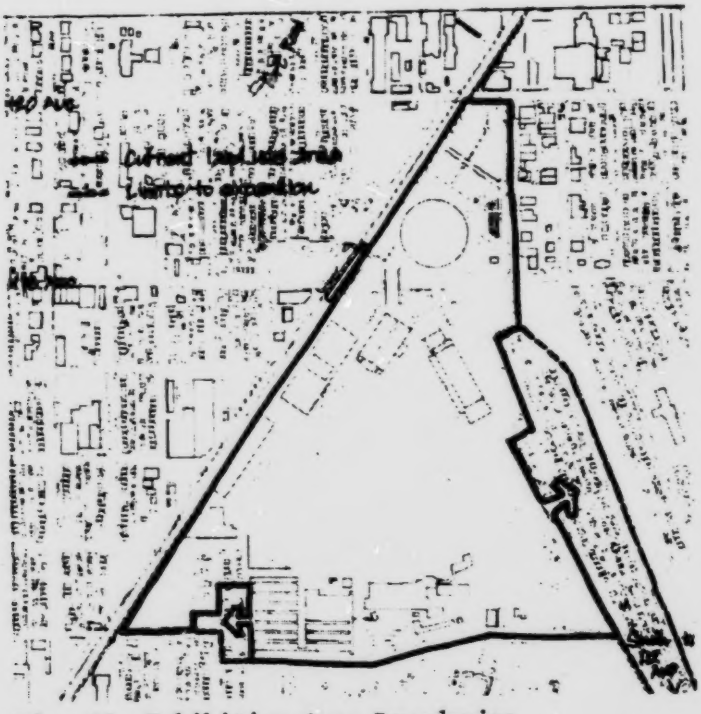


Fig. 51 Exhibition Area Boundaries

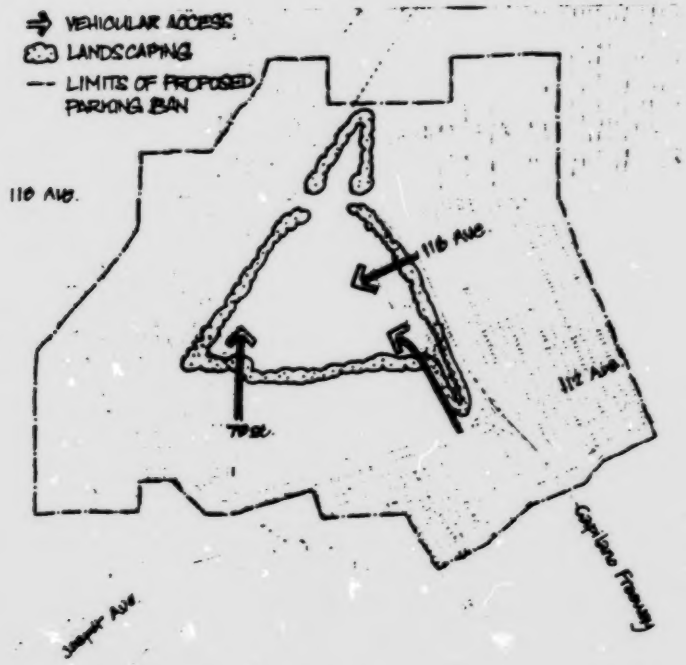


Fig. 52 Proposed Measures to Reduce Land Use Impact

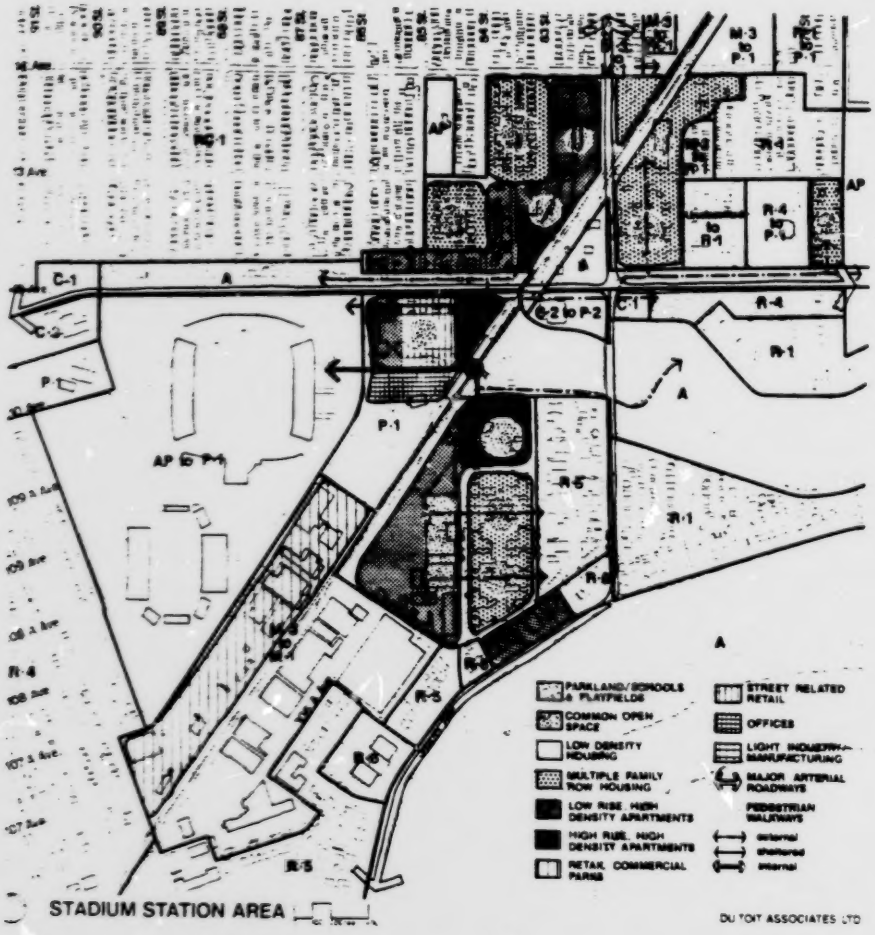


Fig. 81 Stadium Station Land Use and Circulation Plan

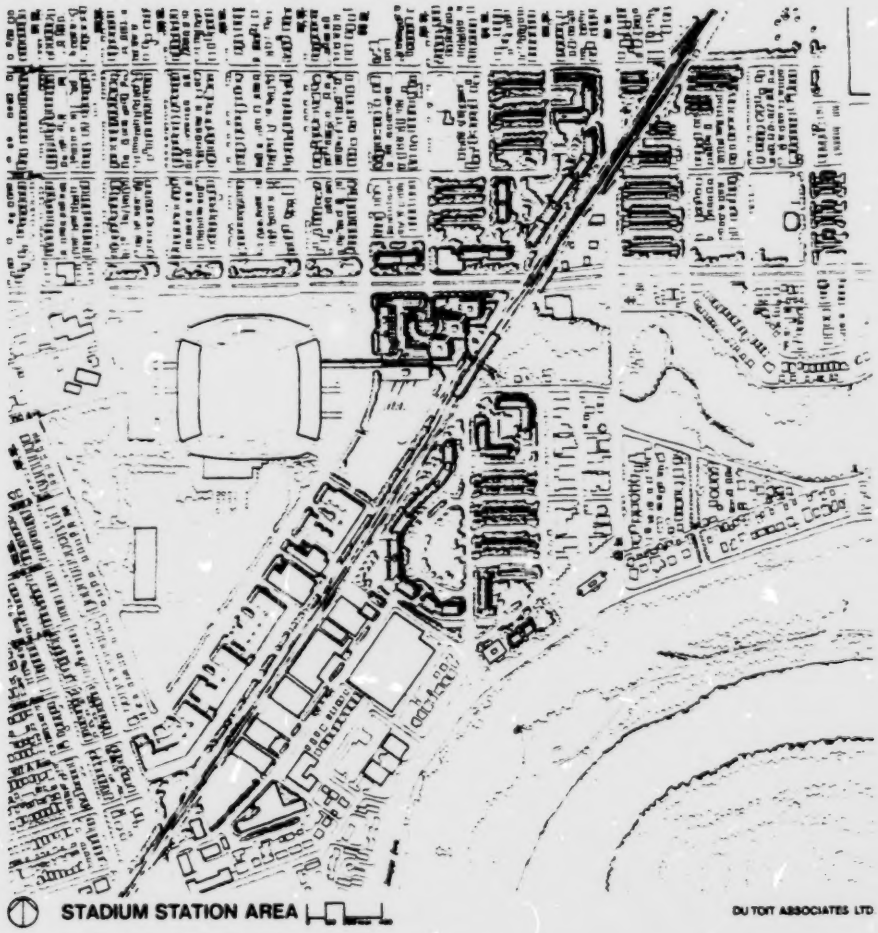


Fig. 61 Built-Form Demonstration Plan

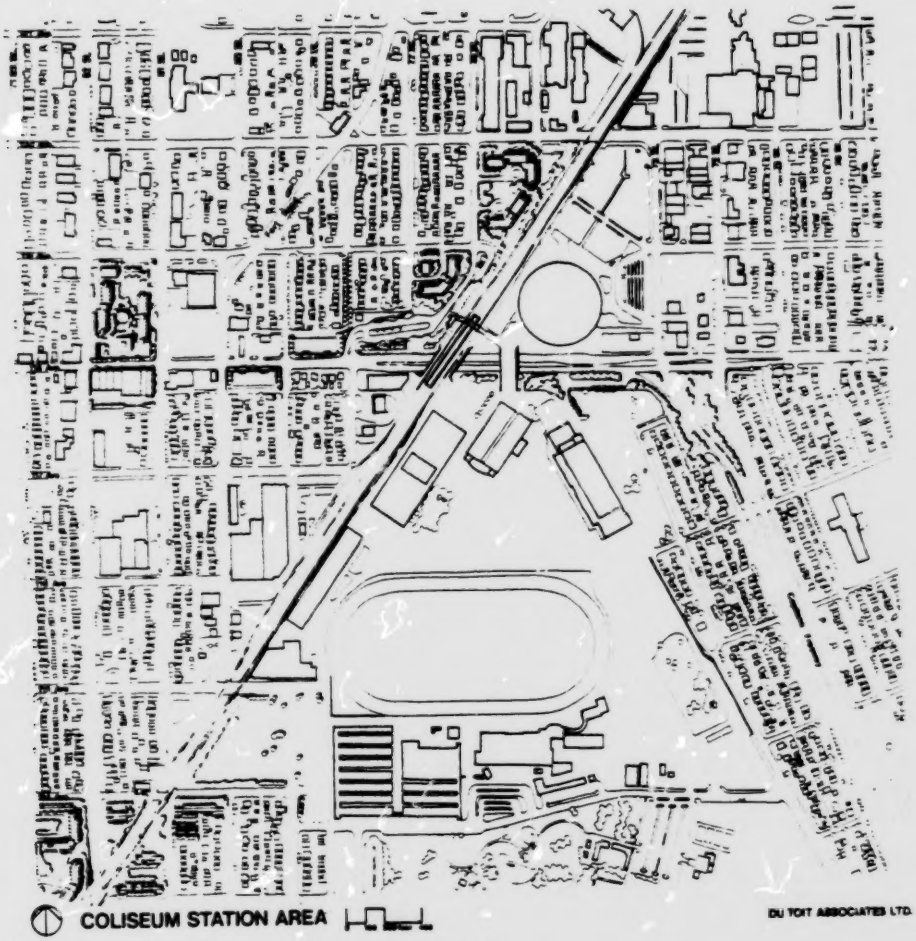


Fig. 9 First Phase Built-Form Demonstration Plan

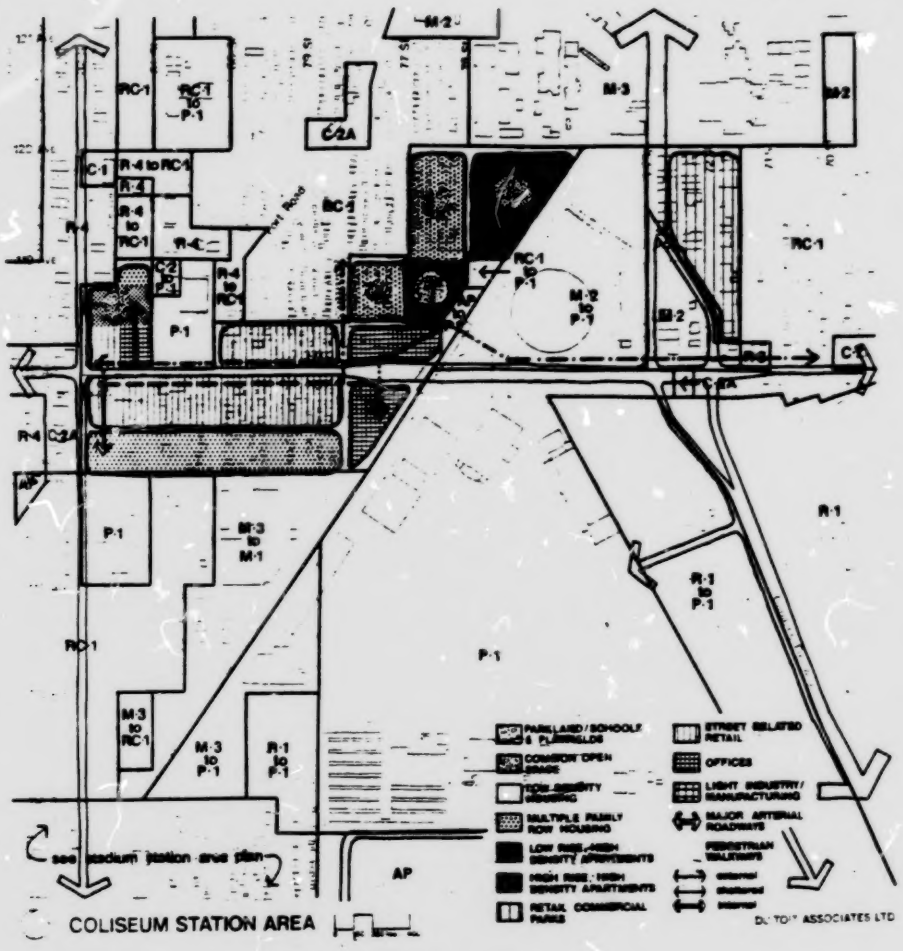


Fig. 98 Coliseum Station Land Use and Circulation Plan

APPENDIX 4

Northlands Parking Management Study

Final Report

Prepared for:

City of Edmonton
Planning and Building Department

Prepared by:

IMC Consulting Group Inc.

May, 1987

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EXECUTIVE SUMMARY

1.0 INTRODUCTION

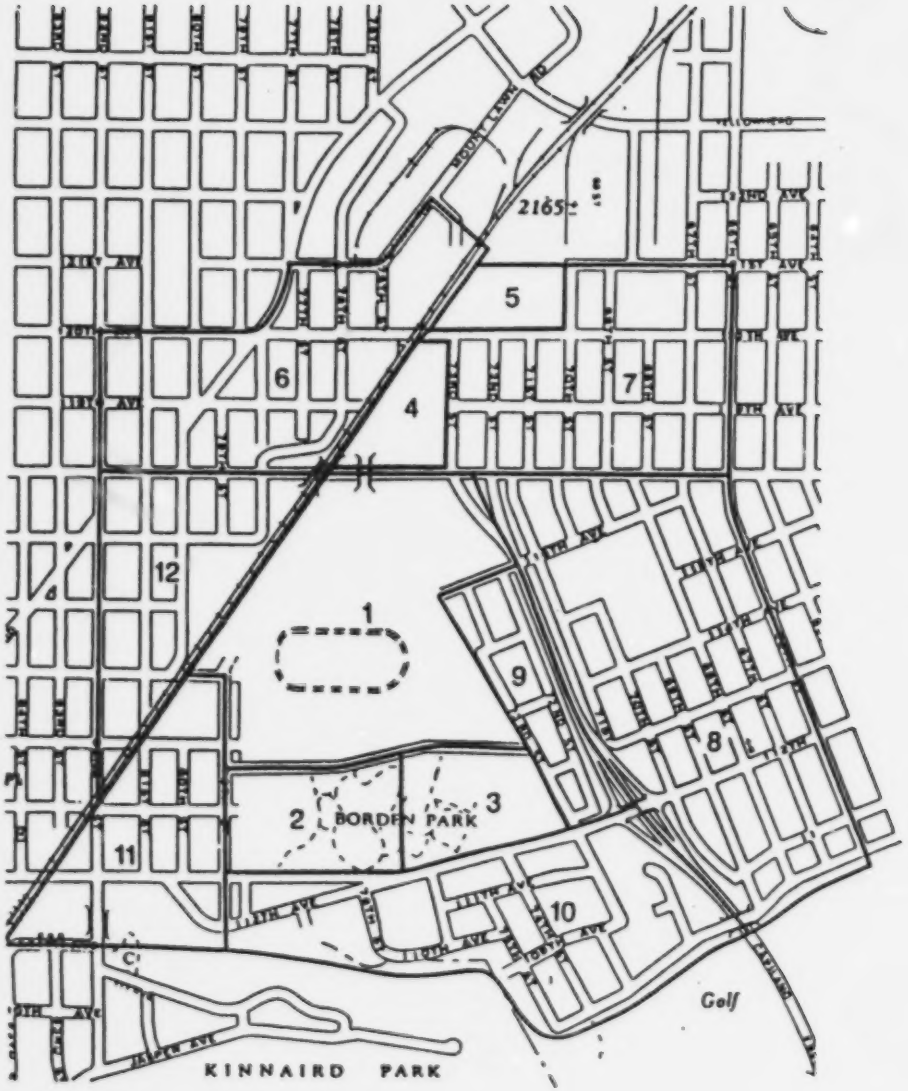
Edmonton Northlands is a multi-purpose exhibition facility, located in north-east Edmonton, which hosts events such as horse and harness racing, rock concerts, hockey games, and a variety of fairs and trade shows. It consists primarily of three major facilities; the Coliseum, the Agricom, and the race track. Subsidiary facilities include the Sportex and the Silver Slipper Saloon. Every activity at these facilities generates varying degrees and durations of traffic and parking impacts.

In order to assess the parking impact of Northlands activities and to provide input to the Edmonton Northlands Area Redevelopment Plan, the City of Edmonton Planning and Building Department initiated a study of the Northlands area to identify the existing inventory of parking, to determine the parking impacts of Northlands generated traffic on the available supply and to identify alternative TSM measures which could be implemented to alleviate identified problems. The project has only assessed normal activities associated with each of the facilities on the site, ie. hockey games, concerts, horse racing, and Agricom events. Klondike-Days has not been included.

The study area defined for this project is bounded by 66 Street on the west; 120 Street; Mount Lawn Road, and 121 Street on the north, 82 Street, and the CNR on the east, and Ada Boulevard and 111 Avenue on the south. Figure 1 illustrates the boundaries, as well as the discrete analysis zones into which the area was sub-divided.

Existing Parking Supply

The existing inventory of parking within the study area is summarized in Table 1.



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Parking Management Study

Figure 1
PARKING ZONES

TABLE 1

PARKING INVENTORY

Parking Zone	Off-Street Stalls	On-Street Stalls	Total
1	3,191	0	3,191
2	940	90	1,030
3	435	0	435
4	696	0	696
5	500	0	500
6	645	339	984
7	958	434	1,392
8	251	929	1,180
9	0	288	288
10	213	671	884
11	246	280	526
12	598	308	906
Total:	**8,673**	**3,339**	**12,012**

There are a total of about 12,000 parking stalls of which about 72% are off-street parking stalls and 28% are on-street. This inventory does not include stalls made available by residents for parking during some of the popular Northlands activities nor does it include residential alley and backyard parking spaces.

A total of about 5,500 stalls (Zones 1 through 5) are available as designated Northlands parking areas. These include stalls in the main parking area, the Coliseum, Borden Park, and the Burns lot. The 300 stall Borden Park East parking lot adjacent to the swimming pool and tennis courts is shared with park users via a joint use agreement with Edmonton Parks and Recreation.

As well, an on-street parking control system is currently in use on many streets within the study area. The parking control measures include:

- o parking bans along streets,
- o time limited parking,
- o time limited parking except for vehicles owned by residents.

2.0 FUTURE PARKING EXPANSION PLANS

At the present time there are only two areas which have been identified by the City and Northlands as sites for more parking. The long range plan for Northlands has designated its expansion area, those lands north of 112 Avenue, along 72 Street and 73 Street, as a future parking area. As well, the Burns site may offer some potential for additional parking.

Any other additional parking would likely only be provided in association with new development in the area.

Review of Other Cities

Table 2 summarizes the parking conditions associated with similar developments in other North American cities. It is apparent that Northlands is somewhat unique, with a variety of activities that are associated with a single site. As well, it is apparent that a wide diversity of parking supply policies and neighbourhood parking control measures have been implemented. Generally speaking the parking supply levels are comparable, although somewhat lower than that provided by Northlands.

TABLE 2

Inventory of Similar Facilities

	Hamilton Ontario	Ottawa Ontario	Toronto Ontario	Regina Sask.	Calgary Alberta	Vancouver B.C.	Seattle Wash.	Edmonton Alberta
Facility	Ivor Wynne Stadium	Landsdowne Park	CNE Stadium	Taylor Field	Stampede Park	PNE	Kingdome	Northlands
Predominant Surrounding Land Use	Residential	Residential	Industrial	Residential	CBD fringe	Residential	CBD res.	Residential
Major Event	Football	Football Exhibition	Football	Football	Hockey Horse track Stampede	Hockey Horse track PNE	Basketball Theatre	Hockey Horse track K-Days
On-site Parking	150	2,500	NA	3,000	2,500	5,000	NA	5,500
Adjacent Off-site Parking	NA	NA	NA	NA	1,500	NA	6,600	varies
Parking Controls	Residential permits	Residential permits	None	Residential stickers	None	Zonal control/ residential permits	Residents only in residential area streets	Residential permits on specific

3.0 PARKING DEMAND SURVEYS

Meetings with representatives from Edmonton Northlands, the City of Edmonton Planning and Building Department, and the Borden Park Residents Association resulted in the surveys being conducted for the following events.

Date	Major Event	Survey Duration
Aug 31/86	Thoroughbred Racing	11:00 AM - 8:00 PM
Oct 18/86	Stevie Wonder Concert	1:00 AM - 1:00 PM
Nov 8/86	Farm Fair '86 & Oilers Hockey Game	8:00 AM - 11:00 PM

The above dates provided data on a wide variety of the events that occur at Northlands on an annual basis. The surveys were used to obtain data on parking accumulations, vehicle occupancies and patron's attitudes towards the available parking.

From the results of the various surveys, a number of conclusions can be developed with respect to the overall impacts of Northlands activity upon the surrounding neighborhoods.

1. The residential area parking impacts are dependent upon the location of the Northlands activity.

   - Track racing events affect an area bounded by the CNR tracks, Capilano Freeway, 110 Avenue and 116 Avenue.

   - Coliseum events impact an area bounded by 82 Street, 121 Street, 67 Street and 115 Avenue.

   - It is estimated that Agricom and Sportex events do not impact beyond the tracks, 118 Avenue, Capilano Freeway and 113 Street.

- The small residential area bounded by the Capilano Freeway and Northlands, (the designated Northlands Expansion Area), is impacted by any activity on the site. Additional parked traffic was monitored during each survey.

- Observations conducted subsequent to our surveys determined that a substantial number of people attending Coliseum events are parking in areas north of the study area. It is estimated that this could represent 7% to 10% of the demand for the event.

2. Within the study area, there are portions of communities that are not impacted by Northlands events. The areas include:

   - east of 67 Street
   - bounded by Capilano Freeway on the west and 115 Avenue on the north
   - south of 110 Avenue

3. Excluding Klondike Days, Coliseum events in general and the hockey games specifically have the greatest impact upon residential areas adjacent to Northlands site. The Agricom hosts a wide variety of events but it is not designed to accommodate Coliseum crowds.

4. The Borden Park parking lots are both utilized by people going to racing events. For the two good weather race days, the number of cars parked at the peak was 250 - 350 which represented 17% - 24% of the total capacity of the lots. This range appears to be directly related to the attendance (5,600 for the thoroughbred race in August and 3,500 for the harness race in October).

5. For Coliseum events 70% - 80% of the patrons travel by automobile and 15% - 20% use public transportation services. These figures are similar to data obtained by surveys conducted by the City Transportation Department.

6. For track racing events, the number of people arriving by automobile exhibited much higher variations; 90% in August to 70% in November. It would appear that the weather conditions play an important role in people's decisions as to how to travel.

7. Approximately 83% of people coming to a Coliseum event by automobile park in parking lots, while the rest park on the street. This translates into 5,300 vehicles on parking lots and 1,100 vehicles on the street.

8. For thoroughbred racing events, in which the attendance exceeds 5,000 people, about 1,500 vehicles are parked in off-street lots and about 300 vehicles park on the street.

4.0 PARKING DEMAND ASSESSMENT

The assessment of parking demands was predicated upon three (3) event scenarios on the Northlands site (excluding Klondike-Days):

Case 1: on a weekday during the evening with a sold-out Coliseum event, thoroughbred horse racing and a major Agricom event.

Case 2: on a weekday during the evening with a sold-out Coliseum event and a racing or an Agricom event.

Case 3: a weekend or weekday sold-out Coliseum event. This scenario will also occur under the influence of a weekend horse racing, Agricom , and a sold-out Coliseum event due to the difference in times at which the events are scheduled.

Table 3 compares the maximum parking demands associated with each of these scenarios to the supply of parking.

TABLE 3

NORTHLANDS PARKING DEMAND AND SUPPLY

Scenario Type	Estimated Frequency	Stalls Required	Stalls Provided	Additional Requirements
A. CASE 1 (Weekday Coliseum event, Agricom event, Harness racing)				
1. Supply sufficient parking on-site.	6/year	9,500	5,500	4,000
2. Supply sufficient parking on-site in conjunction with nearby off-street lots.	6/year	9,500	7,500	2,000
3. Supply sufficient parking, off-street and on-street.	6/year	9,500	10,300	N/A
B. CASE 2 (Weekday Coliseum event and Agricom or racing event)				
4. Supply sufficient parking on-site	23/year	7,300	5,500	1,800
5. Supply sufficient parking on-site in conjunction with nearby off-street lots	23/year	7,300	7,500	N/A
6. Supply sufficient parking, off-street and on-street	23/year	7,300	10,300	N/A
C. CASE 3 (Coliseum event only)				
7. Supply sufficient parking on-site.	65/year	6,000	5,500	500
8. Supply sufficient parking, on-site in conjunction with nearby off-street lots.	65/year	6,000	6,300	N/A
9. Supply sufficient parking, off-street and on-street.	65/year	6,000	10,300	N/A

This table illustrates that:

- Excluding Klondike-Days, there are about six event days when the demand for parking exceeds the supply of private and public off-street stalls. These are presently accommodated by use of on-street parking.

- About 15% of the people attending Northlands activities are utilizing on-street parking stalls.

- Virtually all streets impacted by Northlands visitors are already controlled by parking regulations restricting parking for non-resident vehicles.

- The Borden Park parking lots, which serve a dual function; park visitors and Northlands visitors, were not observed to approach their capacity of 1000 parking stalls. However, the Borden Park Residents' Association has suggested that a problem does exist at these two lots.

- Should the Burns lot be increased and when parking can be provided in the Northlands Expansion Area there should be sufficient off-street parking stalls to respond to any present Northlands related activity, excluding Klondike-Days.

Recommendations

1. The enforcement level of existing parking regulations be increased. If the City Police Department is unable to undertake this work, the City should investigate the feasibility of assigning the responsibility to some other civic agency.

2. In conjunction with the increased enforcement, area parking, particularly along streets which have no parking controls, should be monitored. Should the parking problem simply be relocated, the City should work with the affected residents to expand the controlled area, and possibly to further restrict or even ban parking on presently controlled streets.

3. Additional surveys should be undertaken at the two Borden Park lots in order to attempt to define the extent and magnitude of the problem. Based upon available data, no changes at these two lots is proposed. This study has identified a number of potential changes. However, a specific course of action must be dependent upon the problems to be addressed.

4. There should be no reduction in the amount of off-street parking available within the area. This is particularly true for those stalls under City/Northlands control.

5. Should there be any expansion to Northlands, in terms of facilities which will increase the amount of parking activity, an evaluation in terms of impacts on the available parking supply and demand relationships will be required.

1.0 INTRODUCTION

Edmonton Northlands is a multi-purpose exhibition facility, located in north-east Edmonton, which hosts events such as horse and harness racing, rock concerts, hockey games, and a variety of fairs and trade shows. Northlands consists primarily of three major facilities; the Coliseum, the Agricom, and the race track. Subsidiary facilities include the Sportex and the Silver Slipper Saloon. Every activity at these facilities generates varying degrees and durations of traffic and parking impacts.

In order to assess the parking impact of Northlands activities and to provide input to the Edmonton Northlands Area Redevelopment Plan, the City of Edmonton Planning and Building Department has initiated a parking management study for the Northlands area.

The objectives of the study include:

1. To prepare an inventory of available parking on the Northlands site and in the adjacent residential areas; with the inventory to include on-street parking and the off-street parking lots both public and private.

2. To determine the impact of Northlands activities on the adjacent community by surveying the parking accumulation on the study area streets and lots, and determining the reason the particular lots or streets were selected by the patrons.

3. To evaluate the parking demand versus the parking supply in order to determine how the current parking supply is used by the measured parking demand.

4. To assess the location, accessibility and cost of on-site parking with the objective of identifying how these characteristics impact parking usage.

5. To compare the observed parking characteristics, parking supply, and parking control strategy with similar facilities in other North American cities.

6. To develop alternative parking management strategies by which the impact of parking in the adjacent communities can be reduced.

2.0 NORTHLANDS AREA

2.1 GENERAL

Northlands is situated within what is predominantly a residential area. The communities of Virginia Park, Cromdale/Parkdale, and Bellevue, border Northlands on the south, west and east respectively, with Borden Park providing a buffer between Northlands and Virginia Park on the south. The area north of the site is predominantly commercial and industrial.

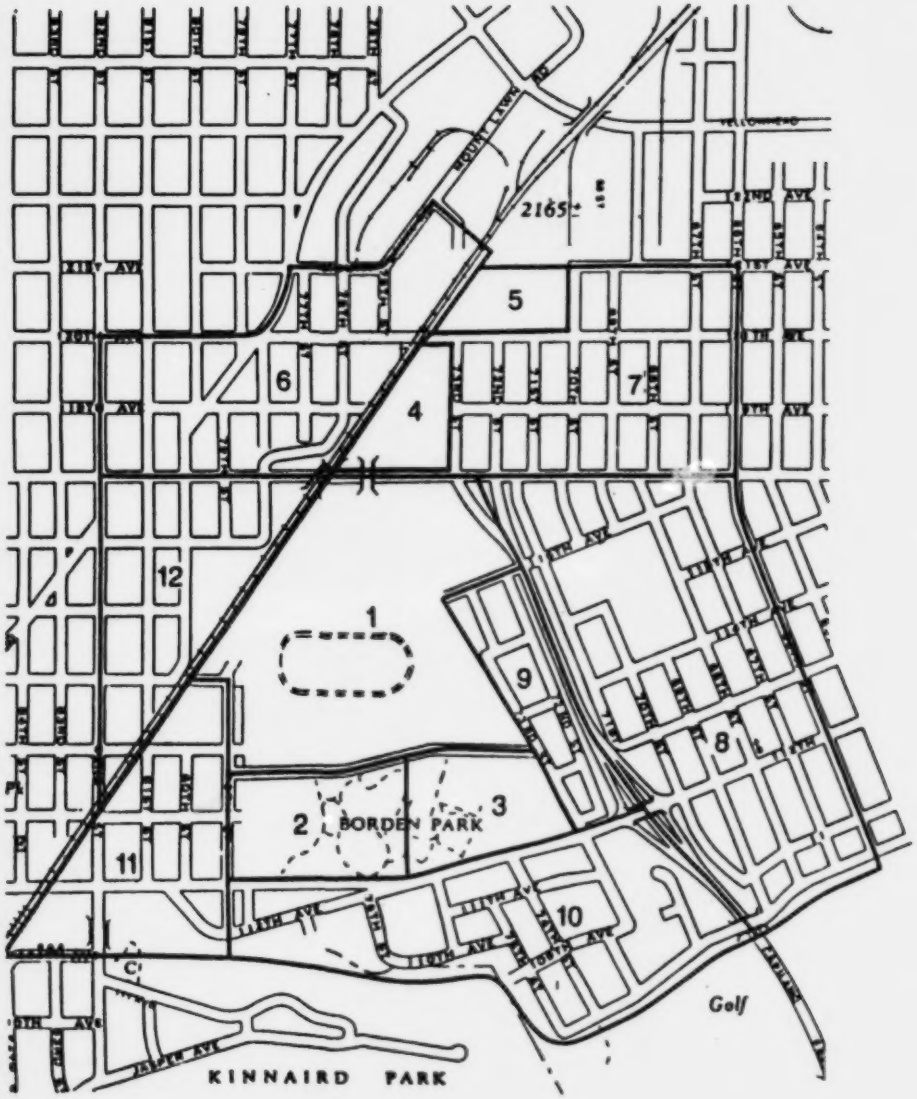
In order to assess the parking impact of events hosted by Northlands, a study area was defined for the immediate area around the site (see Figure 2.1). It is bounded to the north and south by 121 Avenue and the Rat Creek Ravine respectively, to the west by 82 Street, and to the east by 66 Street and encompasses approximately 115 city blocks. In order to assist in the analysis of parking characteristics in the study area, a parking zone system was established which sub-divides the study area into twelve relatively homogeneous zones. This zone system is also illustrated in Figure 2.1.

2.2 SITE ACCESS

Excellent access is provided to the Northlands area by a number of travel modes. The major arterial roadways which provide vehicular access include Capilano Drive, 82 Street, 66 Street, 118 Avenue and 112 Avenue. In addition, transit service includes the LRT via the Coliseum Station, and the Coliseum Transit Station which is serviced by approximately 8 transit routes.

Vehicular site access is provided at the following locations:

- **116 Avenue/73 Street** : This is considered the main entrance to the Northlands site, as the access can be obtained from the Capilano Drive located two blocks west of the gate. The entrance serves the main Northlands parking area (Zone 1) which in turn provides parking for each of the Northlands facilities.



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Parking Management Study

Figure 2.1
PARKING ZONES

- **115 Avenue/79 Street** : This entrance also provides access to the main Northlands parking area (Zone 1). Access to this entrance from the adjacent arterial roadways is primarily from 82 Street and 112 Avenue via either 115 Avenue or 79 Street.

- **Borden Park entrance** : This access to the main Northlands parking area (Zone 1) is located opposite the Borden Park parking lot. Since the entrance is not as readily accessible to the adjacent arterials, it is not used as often as the two entrances described above.

- **Coliseum entrance** : Located at 119 Avenue and 73 Street, this entrance serves only the Coliseum parking lot (Zone 4).

- In addition to the above entrances, a number of minor access points are available such as private entrances, the pass gate, and gates which are opened for traffic to exit the site only.

2.3 PARKING INVENTORY

An inventory of available parking stalls throughout the study area was conducted which supplemented data received from a City of Edmonton parking survey of portions of the study area. The inventory provided information on the available on-street and off-street parking on a block by block basis.

Figure 2.2 illustrates the available on-street parking utilizing block by block totals.

Off-street parking lots are illustrated in Figure 2.3.

In summary, a total of approximately 12,000 parking stalls are available throughout the study area. The distribution of these stalls is summarized in Table 2.1.

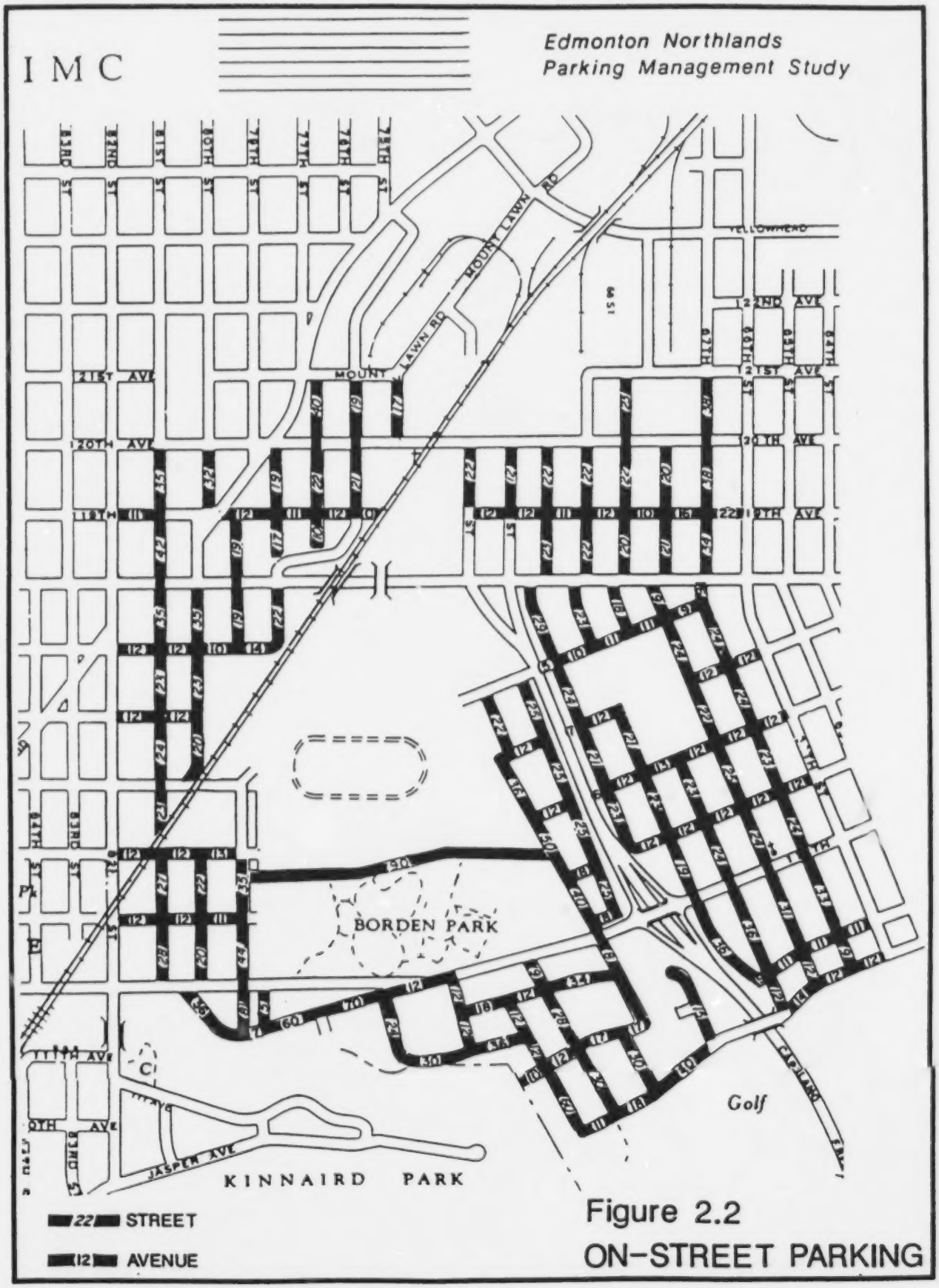

Figure 2.2
ON-STREET PARKING

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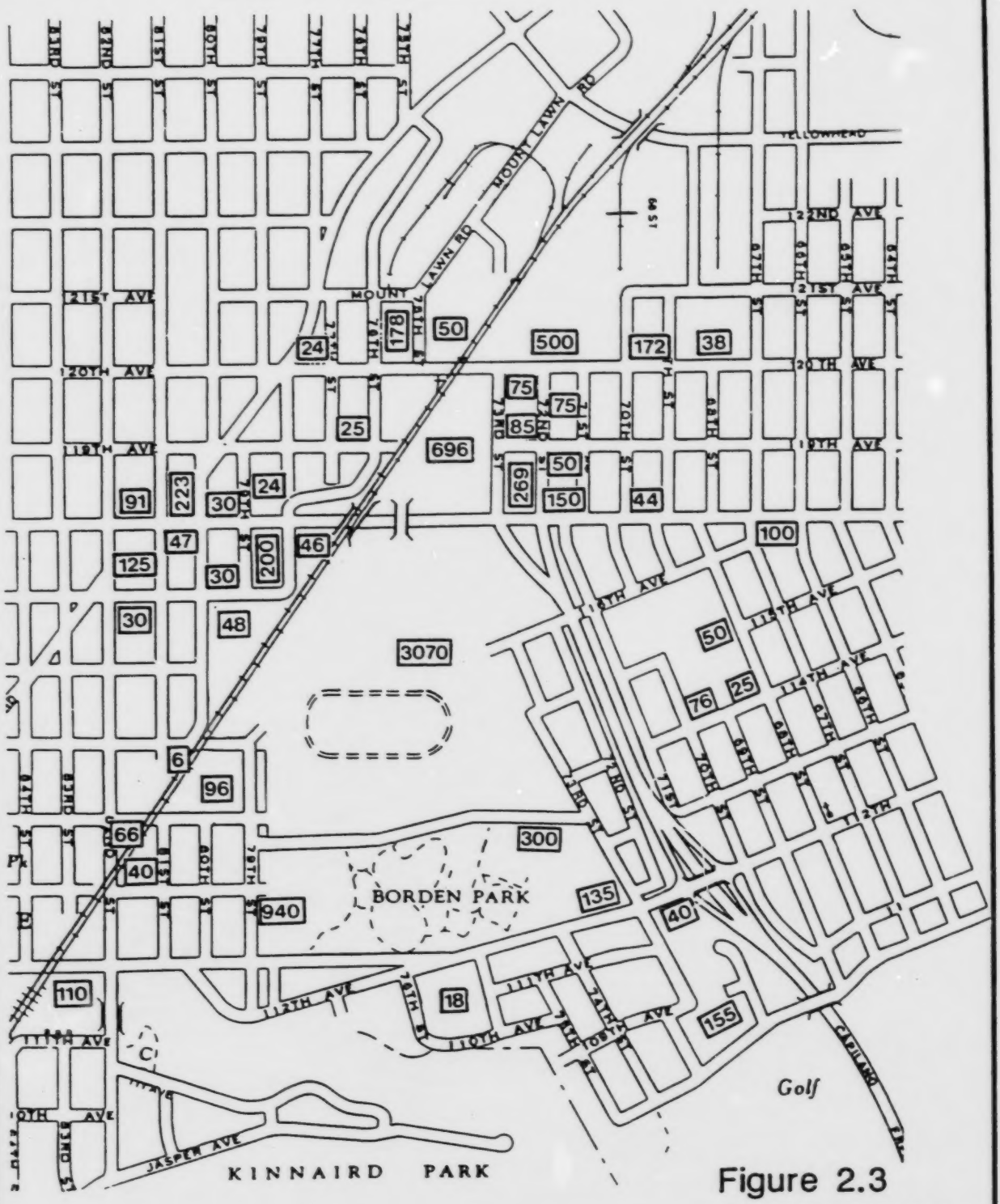
Parking Management Study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YELLOWHEAD
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TABLE 2.1

PARKING INVENTORY

Parking Zone	Off-Street Stalls	On-Street Stalls	Total
1	3,191	0	3,191
2	940	90	1,030
3	435	0	435
4	696	0	696
5	500	0	500
6	645	339	984
7	958	434	1,392
8	251	929	1,180
9	0	288	288
10	213	671	884
11	246	280	526
12	598	308	906
Total:	**8,673**	**3,339**	**12,012**

This inventory does not include stalls made available by residents for parking during some of the popular Northlands activities nor does it include residential alley and backyard parking spaces.

A total of about 5,500 stalls (Zones 1 through 5) are available as designated Northlands parking areas. These include stalls in the main parking area, the Coliseum, Borden Park, and the Burns lot. The 300 stall Borden Park East parking lot adjacent to the swimming pool and tennis courts is shared with park users via a joint use agreement with Edmonton Parks and Recreation.

2.4 PARKING CONTROL AND RESTRICTIONS

The majority of parking throughout the study area is restricted or controlled to some extent; either through parking charges for the off-street lots, or time restrictions, usage restrictions, or parking bans for the on-street stalls.

The on-street parking controls which are currently in force in the study area fall into five general categories as follows:

- **No parking**: Typically at least one side of the road is designated as 'No Parking'. This allows for two travel lanes and one parking lane on the majority of the residential roadways.

- **Limited parking**: This refers to streets with such signing as "*No Stopping 0700-0900 or 1530-1800*" or "*1 Hour Parking 0800-1800 Mon. - Fri.*". Typically, these restrictions are in force in the commercial area in the vicinity of 118 Avenue west of the railway tracks, and portions of Fort Road.

- **Limited parking for all except residents**: The majority of the residential roadways in the vicinity of Northlands have parking restrictions for all except residents with a valid permit. Typical signing for such restrictions include "*2 hour parking 0800-2200 Mon.-Sun. except residents with permit*" and "*2 hour parking 0900-1530 and 1800-2200 except residents with permit*".

- **Permit parking only during Commonwealth Stadium events**: This type of parking restriction is located in the south-west quadrant of the study area, in the vicinity of 112 Avenue and 82 Street. The parking restriction however, does not apply to Northlands activities.

- **Unsigned**: A number of the roadways have no parking restrictions of any type. These are predominantly located in the south-east and north-west parts of the study, where the walking distance to Northlands is more than six blocks.

The distribution of the type of on-street parking restrictions is illustrated in Figure 2.4.

The majority of the off-street lots in study area have charge parking in effect during major Northlands activities. The charge generally ranges from between $2.00 and $3.00 for Northlands designated lots (Zones 1 through 5), the Forum Inn parkade, the Impark lot located just south of 118 Avenue west of the railway tracks and the Northlands preferred lot which is used for racing events. A number of the residents in the vicinity also provide pay-parking on their own lots, with the charge generally ranging between $2.00 and $4.00. Free off-street lots are also available, although their use by patrons of Northlands events is generally not encouraged by the owners. Included are the Santa Rosa arena, Cromdale Hotel and other businesses along 118 Avenue, the roller-skating rink on 82 Street, and the Eastglen High School parking lots.

The two Borden Park parking lots (Zones 2 and 3) have charge parking in effect during most Northlands activities. Although the lots are owned by the City of Edmonton, an agreement exists between the City and Edmonton Northlands whereby Northlands can charge for parking in the lots, provided:

- a portion of the lot in the vicinity of the swimming pool is reserved on a non-fee basis for pool and park users.

- patrons who wish to use either the pool or the park are directed by the lot attendants to the reserved area

The fact that free parking for pool and park users is not advertised, may impact on the utilization of the lots by these pool and park patrons during Northlands events.

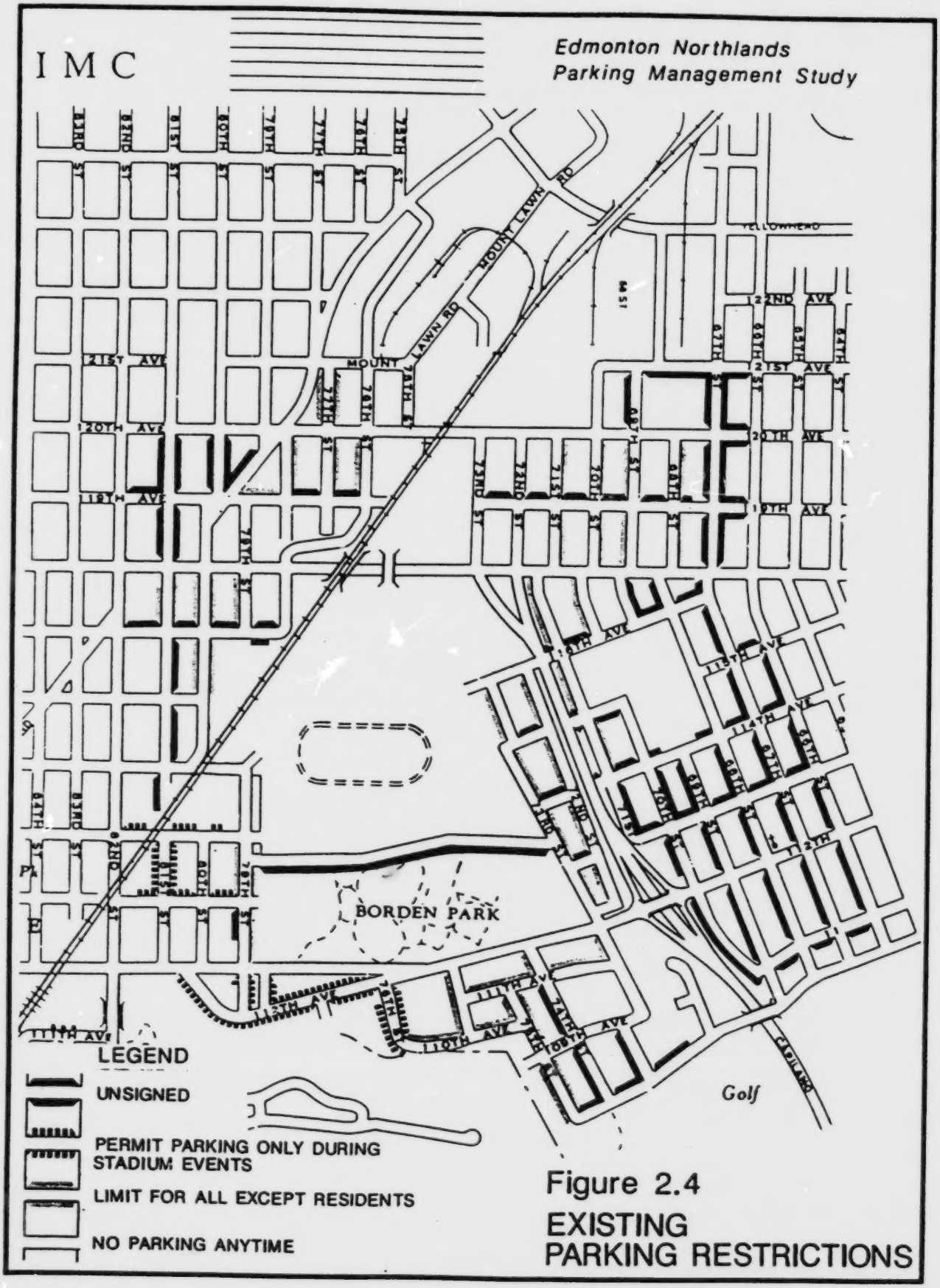


Figure 2.4
EXISTING
PARKING RESTRICTIONS

2.5 FUTURE DEVELOPMENTS

A number of developments are proposed for the study area which are expected to have an impact on the existing parking supply. These include the extension of the Capilano Drive and proposed redevelopment of commercial lands just west of the railway tracks. Future plans, if any, for the Northlands site in terms of additional or redeveloped facilities are not discussed as they have not been formalized at this time.

2.5.1 Capilano Drive Extension

The planned extension of Capilano Drive to the Yellowhead Trail will result in the completion of an important connection in the City's major roadway grid. The connection will also result in improved access to the Northlands site from other major roadways within the City. In particular, the extension will significantly improve access to Northlands from both north and western parts of Edmonton. Whereas residents of these areas would presently utilize either 66 Street or 82 Street, a significant portion could be expected to be diverted to Capilano Drive.

The proposed extension will see the existing one-way couplet of 72 Street and 73 Street extended from 120 Avenue to Yellowhead Trail, passing directly through the existing Burns parking lot. This lot, which is owned by the City of Edmonton, is presently utilized for parking by Northlands. The extension of Capilano Drive through the Burns lot will result in the loss to Northlands of approximately 500 stalls.

Edmonton Northlands has endorsed the recommended alternative for the extension of Capilano Drive utilizing the one-way couplet system for 72 Street and 73 Street. Further to the construction of the extension, Northlands proposes to utilize, on an interim basis, two parcels of land owned by the City. These include the area located north of 120 Avenue between 72 and 73 Streets, and the smaller triangular parcel of land north of 120 Avenue but west of 73 Street.

Negotiations are currently underway between the City and Northlands regarding the status of the Burns lot with regards to the use of these parcels of land as potential parking lots, following completion of the Capilano extension.

2.5.2 Proposed Commercial Developments

The commercial area west of the railway tracks along 118 Avenue, in particular where the current 200 stall Impark lot is located, has been the subject of proposed redevelopments. In 1982, a proposed development for this site consisted of two high-rise apartments and two low-rise apartment buildings providing a total of 779 dwelling units. Within the two high-rise apartment complexes, approximately 3,630 square metres of commercial/office area would also be provided.

Although both the status and timing of such redevelopment has changed due to recent economic conditions, it should be recognized that development could influence the amount of existing off-street parking available in the study area. The proposed development at the existing Impark lot was planned to include 677 parking stalls of which 613 would be utilized for the residential component of the development. Therefore only 64 stalls would be available if the remainder were utilized by Northlands patrons. Thus this development could reduce the available parking supply in the study area by as much as 150 stalls.

2.5.3 Northlands Designated Expansion Area

The expansion area consists of lands immediately east of the Northlands site west of Capilano Drive. As land becomes available in this area, through the purchase of homes, the expansion plan calls for the land to be used for the enhancement of the parking supply.

2.6 REVIEW OF OTHER CITIES

In order to compare the parking impact of Northlands activities with similar facilities in other cities both in Canada and the United States, an information search was initiated. This task of the study involved contacting the appropriate City departments and obtaining any information available regarding the exhibition facilities in their city. A total of seven cities were contacted. The following is a summary of the information obtained during the search.

2.6.1 Hamilton, Ontario, Canada

Hamilton currently has three facilities for major exhibition events. They are:

- o Copps Coliseum
- o Hamilton Place/Convention Centre
- o Ivor Wynne Stadium

Copps Coliseum and Hamilton Place are located in the Central Business District (CBD). The Ivor Wynne Stadium is located near a residential area similar to Northlands.

The stadium, with a capacity for 20,000 spectators, is utilized primarily for football games. The parking provided for the stadium is very limited as there are only between 100 and 150 parking stalls on-site. Thus, on-site parking has been restricted to VIP's only.

The mode split to stadium events such as football games, has been estimated at 25% to transit and 75% using auto. The vehicle occupancy is estimated at 3 people per vehicle. Using these estimates, it is expected that, for each game, there will be approximately 5,000 transit passengers and about 5,000 vehicles. The 5,000 transit passengers can be accommodated by special transit service which is provided to the football games. For example, a new shuttle bus service has just been implemented in the last year. This service operates free of charge with proof of a ticket to the

game. The 5,000 vehicles are accommodated in the surrounding commercial and residential areas.

Parking control in the residential area consists of the use of resident parking permits and time-limited parking for all except for permit holders. The spill-over of parking into the residential area is partially accommodated by residents selling parking spaces in driveways.

Hamilton's Land Use By-Law requires exhibition facilities to provide 1 parking stall for every 6 seats that are used for assembly. The exceptions to the By-Law are for facilities in the CBD and on the fringe of the CBD. In the CBD there are no such requirements whereas on the fringe the By-Law requirements are reduced by 50%.

2.6.2 Ottawa, Ontario, Canada

Ottawa's major exhibition facility is Landsdowne Park which is located in a predominantly residential area. The facility hosts both the Ottawa Roughrider football games as well as the annual 10-day Central Canada Exhibition. Approximately 53 acres of land is available for parking on the site and contains approximately 2,500 stalls. Spectators generally are required to purchase a seasons permit for the parking area although during the Exhibition, the parking area is reserved.

City planners have estimated that the mode split to transit to the football games ranges between 55% and 60%, partly as a result of the special transit service which is provided. Using an estimated vehicle occupancy of 2.7 persons per vehicle, the estimated parking demand for stadium events is about 3,000 vehicles. Given the available supply of 2,500 stalls, the spillover of vehicles into the residential area is estimated to be only around 500 vehicles.

The parking control measures in effect in the adjacent residential area consists of the use of residential parking permits. The permits are in effect throughout the year except during the period of the exhibition. During this 10-day period, no parking is permitted even for residents on all adjacent streets. The level of

enforcement increases during this period to ensure that the parking ban is observed. Therefore, Exhibition visitors are forced to use either transit, which is augmented during this period, or be dropped off at the site.

2.6.3 Toronto, Ontario, Canada

Toronto's CNE Stadium is located adjacent to an industrial area where parking spill-over is not a major concern. People who choose to drive to the site are able to park wherever they can find available space.

A study was recently undertaken to determine the best location for the proposed new Dome Stadium. This study considered expected parking demand and transit mode split as part of the site selection criteria. The preferred stadium location, close to the C.N. Tower, has excellent transit service to the area, and parking demands resulting from stadium events is not a major concern since ,as with the CNE Stadium, the site is adjacent to commercial and industrial land uses. The facility is currently proposed to provide about 100 VIP stalls as parking is relatively expensive to provide in this area.

Generally, parking requirements for an exhibition site in Toronto are reviewed on a site by site basis. The general guideline for spectator facilities is one stall for every ten seats in the facility.

2.6.4 Regina, Saskatchewan, Canada

Taylor field, the home to the Saskatchewan Roughriders, is located north-west of the CBD such that the land use adjacent to the site is predominantly residential. Industrial land uses are located west of the site while a mixture of industrial and residential land uses exist north of the site.

The stadium has a capacity of 28,000 seats, although recently, attendance has averaged around 17,000 spectators per game. The mode split to transit, which includes a number of out-of-town charters, is estimated to be approximately 12%.

Assuming a vehicle occupancy of 3.5 persons per vehicle, the parking demand for a football game is estimated to be 4,300 vehicles.

The supply of parking stalls which is provided at the Stadium is about 2,500 to 3,000 stalls. The shortfall of between 1,300 and 1,800 vehicles results in a spill-over of parking into the adjacent residential area. Parking controls in the vicinity consist of the use of parking stickers which are distributed to the area residents. In addition, these parking restrictions are strictly enforced particularly during the first game of the season. At present, there are few problems with the current parking practices, and no complaints result from area residents.

The City of Regina's bylaw requires that one parking space be provided for every 10 seats of exhibition use, which results in a parking requirement of 2,800 stalls for the stadium. Therefore, the supply of parking for Taylor Field meets the existing Land-Use Bylaw requirements.

The Regina Exhibition grounds, located east of Taylor Field in a predominantely residential area, comprises of a 6,000 seat arena, curling rink, convention facilities, and a recently opened race track. Approximately 2,500 parking stalls are provided on site. Parking restrictions in effect in the immediately adjacent residential area allow two-hour parking for visitors only. During the summer fair, little parking is provided on-site.

2.6.5 Calgary, Alberta, Canada

Calgary has two major sport and exhibition sites; Stampede Park and McMahon Stadium. Stampede Park is comprised of the SaddleDome and other smaller exhibition facilities and is home to both the Flames hockey team and the Calgary Stampede. The site also hosts all major horse and harness racing events. McMahon Stadium is home to the Calgary Stampeders and the University of Calgary's football team.

The supply of parking at both sites is similar, with the McMahon Stadium providing 2,375 stalls on site while the Stampede Park has on on-site supply of 2,490 stalls.

The Park has another 1,500 parking stalls adjacent to the site which is used for Park events. It is interesting to note the resultant parking supply of around 4,000 stalls around the Stampede Park is less than the 5,500 stalls provided by Northlands, although the level of activity at both sites is comparable.

The mode split to transit to the sites ranges from about 5% to Stadium events to about 30% to events held at the Stampede Park. This difference is a primarily a result of the fact that LRT service is currently provided to the Park.

In terms of parking controls, there are currently no special parking controls imposed for the area surrounding the Stampede Park. However, parking adjacent to the McMahon Stadium is limited to 1 or 2 hour parking, primarily due to the face that the Stadium is in the University area, where parking controls are generally implemented at all times.

2.6.6 Vancouver, British Columbia, Canada

Major sporting and exhibition facilities in Vancouver consist of the Pacific National Exhibition grounds, the Trade and Convention Centre, and B.C. Place. The Expo Site was not considered due to the special nature of this event, and the fact that the magnitude and characteristics of Expo visitors were not comparable to the Northlands site.

The PNE site comprises of the Empire Stadium, a horse racing track, exhibition facilities and an amusement park. The site is situated on the waterfront and is surrounded on the remaining three sides by low-density residential developments. Approximately 5,000 parking stalls are provided on PNE grounds for facility patrons.

The parking control strategy currently used in the surrounding residential area is as follows. Three zones have defined in the area; an inner zone which is immediately adjacent to the site; a middle zone; and an outer zone. In total, the zones encompass approximately 4000 households. In the inner zone, parking is banned for all except residents and visitors with a valid visitors permit *at all times*. Parking in the

middle zone is prohibited only during specific events, with the dates and times of these restrictions posted at the boundary of the zone. Parking is prohibited in the third zone only during the PNE, an event similar to Klondike Days.

Although a significant number of stalls are provided on site, patrons of PNE events often prefer to park in the adjacent residential areas as access to and from these areas is easier than parking on the site itself. Residents in the area encourage this practice by selling parking on their property. Council regulates this by requiring residents selling parking to purchase a license which stipulates the maximum number of vehicles which can park on the lot.

The Trade and Convention Centre and B.C. Place are both adjacent to the CBD and are well served by all forms of transit. The Trade and Convention Centre provides underground parking while B.C. Place has scattered surface parking around the site but which is not under the direct control of the stadium. B.C Place is also adjacent to the former Expo Site which, once dismantled, may also provide additional surface parking.

2.6.7 Seattle, Washington, USA

The City of Seattle has two major sport and exhibition sites; the Kingdome located just outside the CBD, and Seattle Center which is located within the 1962 World Fair site. The Kingdome is a single facility site hosting football and baseball games whereas the Seattle Center site contains the Coliseum utilized by the Super Sonics basketball team, an arena, a theater and opera house, exhibition halls, the Fun Forest (an amusement centre), Center House (which houses restaurant and retail establishments), the Pacific Science Center and the Space Needle.

The Seattle Center is located adjacent to retail and residential land uses. A 24 hour residents-only parking zone has been created north of the site to prevent patrons of the Center from using the on-street parking in the adjacent residential area. Within 1,000 feet of the site, a total of 6,559 parking stalls are available at any time with as many as 7,369 parking stalls available during evenings and weekends. When site attendance exceeds 21,000 visitors, the available parking supply within the area is

fully utilized. At present about 15 to 20 event days per year exceed the 21,000 attendance level.

The Kingdome is located just outside of the CBD and is surrounded by primarily commercial land uses. Approximately 2,400 parking stalls are provided on-site with an additional 3,050 stalls located adjacent to the site. The parking adjacent to the site consists primarily of metered on-street parking with parking limits ranging from 15 minutes up to 4 hours. The parking metres are only in effect on Monday through Saturday from 8:00 AM to 6:00 PM. As a result, since the majority of Kingdome events take place at other times, the spectators prefer to utilize the available on-street parking stalls before filling the off-street lots since on-street parking is free.

The capacity of the Kingdome is 75,000 although typically, attendance ranges between 4,000 and 60,000 spectators. The parking demand exceeds the available parking supply only for such major events as football games and rock concerts.

2.6.8 Summary

The information search described above reveals that a wide range of parking control practices are used depending upon the type of event and location of the facility. For exhibition facilities and stadiums located in predominantly commercial and industrial areas, the parking impact resulting from events is not considered a problem. Generally, those facilities located in residential areas have instituted some type of parking control, with the most prevalent form of control being the use of residential parking permits.

The supply of parking at most facilities is generally in the order of 2,500 stalls on-site, with additional parking in the vicinity typically ranging from 1,500 to 3,000 stalls. These total supply levels are comparable, although somewhat lower, than the amount of parking provided at Northlands. A summary of this review is presented in matrix format in Table 2.2.

TABLE 2.2

Inventory of Similar Facilities

	Hamilton Ontario	Ottawa Ontario	Toronto Ontario	Regina Sask.	Calgary Alberta	Vancouver B.C.	Seattle Wash.	Edmonton Alberta
Facility	Ivor Wynne Stadium	Landsdowne Park	CNE Stadium	Regina Exhibition	Stampede Park	PNE	Kingdome	Northlands
Predominant Surrounding Land Use	Residential	Residential	Industrial	Residential	CBD fringe	Residential	CBD res.	Residential
Major Event	Football	Football Exhibition	Football	Race track	Hockey Horse track Stampede	Hockey Horse track PNE	Basketball Theatre	Hockey Horse track K-Days
On-site Parking	150	2,500	NA	2,500	2,500	5,000	NA	5,500
Adjacent Off-site Parking	NA	NA	NA	NA	1,500	NA	6,600	varies
Parking Controls	Residential permits	Residential permits	None	Residential stickers	None	Zonal control/ residential permits	Residents only in residential area streets	Residential permits on specific

3.0 SURVEYS

3.1 SURVEY DATES

Meetings with representatives from Edmonton Northlands, the City of Edmonton Planning and Building Department, and the Borden Park Residents Association resulted in the surveys being conducted on the following days for the following events.

Date	Major Event	Survey Duration
Aug 31/86	Thoroughbred Racing	11:00 AM - 8:00 PM
Oct 18/86	Stevie Wonder Concert	1:00 AM - 1:00 PM
Nov 8/86	Farm Fair '86 & Oilers Hockey Game	8:00 AM - 11:00 PM

The above dates provided data on a wide variety of the events that occur at Northlands on an annual basis. The surveys were used to obtain data on parking accumulations, vehicle occupancies and patron's attitudes towards the available parking. The area surveyed is illustrated in Figure 2.1.

3.2 SURVEY SUMMARY

The results of each of surveys are summarized in two parts; the parking accumulation survey and the questionnaire survey.

3.2.1 Thoroughbred Racing Survey (August 31, 1986)

The major event taking place on this date was thoroughbred horse racing. In conjunction with the Northlands event on this Labour Day weekend, the Borden Park leisure activities were also monitored. The survey was conducted between 11:00 AM and 8:00 PM.

Parking Accumulations

For this particular survey, the area covered was reduced. Zones 4 through 7 were not monitored as it was felt that few, if any, thoroughbred racing patrons would park in these areas. Figures 3.1 and 3.2 illustrate the results of the parking accumulation survey. Figure 3.1 shows the parking accumulation characteristics of the main Northlands lot (Zone 1). Figure 3.2 illustrates the bi-hourly accumulation statistics as well as a comparison of the parking accumulation to the available supply. Table 3.1 summarizes the results of the parking accumulation throughout the study area for the duration of the survey.

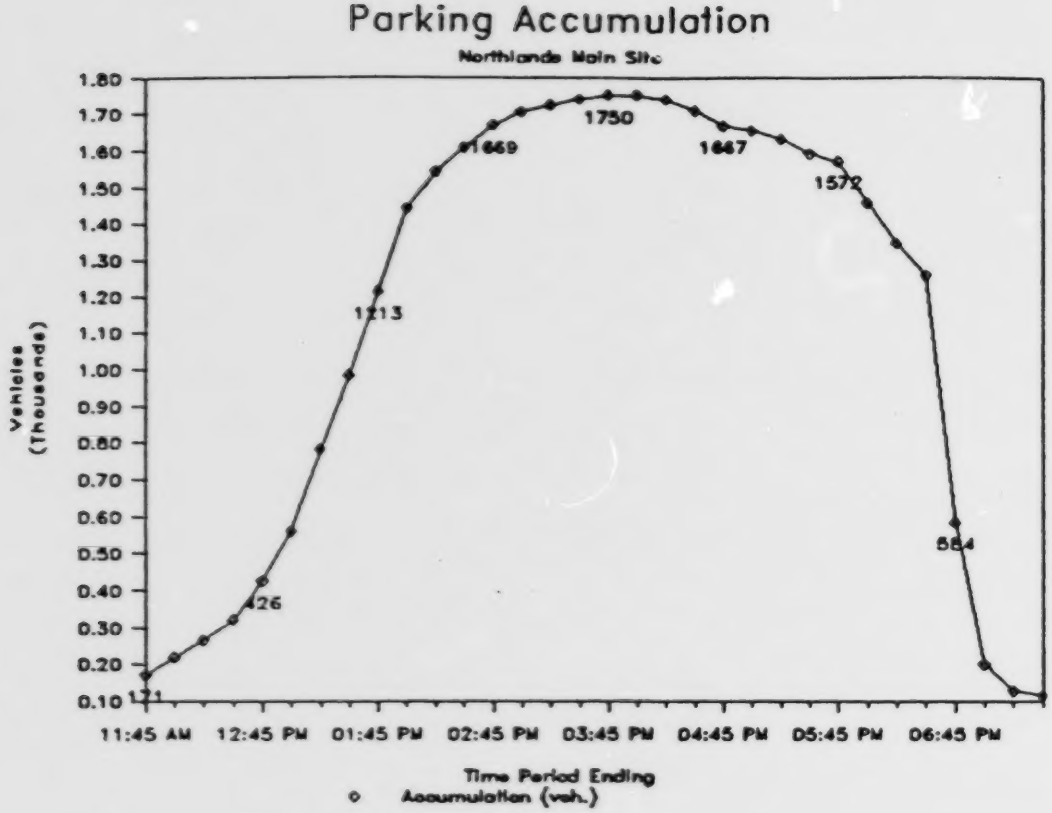
TABLE 3.1

Parking Accumulations

August 31, 1986

Zone	11:30	13:30	15:30	17:30	19:30	Supply
1	171	985	1,740	1,592	116	3,191
2	112	285	357	276	107	1,030
3	168	62	123	133	47	435
4	N/A	N/A	N/A	N/A	N/A	N/A
5	N/A	N/A	N/A	N/A	N/A	N/A
6	N/A	N/A	N/A	N/A	N/A	N/A
7	N/A	N/A	N/A	N/A	N/A	N/A
8	444	365	379	309	250	1,180
9	58	126	160	145	19	288
10	694	129	144	123	103	884
11	106	224	253	236	86	526
12	25	33	39	37	33	906
Total:	1,778	2,209	3,195	2,851	761	8,440

- The peak parking demand occurred around 3:30 PM, when approximately 3,195 vehicles were observed to be parked in the surveyed area.
- Approximately two out of every three vehicles were parked in designated Northlands parking (ie Zones 1, 2, and 3)


Parking Accumulation
Northlands Main Site
Vehicles (Thousands)
1.80
1.70
1.60
1.50
1.40
1.30
1.20
1.10
1.00
0.90
0.80
0.70
0.60
0.50
0.40
0.30
0.20
0.10
1750
1667
1572
1213
884
426
121
11:45 AM
12:45 PM
01:45 PM
02:45 PM
03:45 PM
04:45 PM
05:45 PM
06:45 PM
Time Period Ending
Accumulation (veh.)

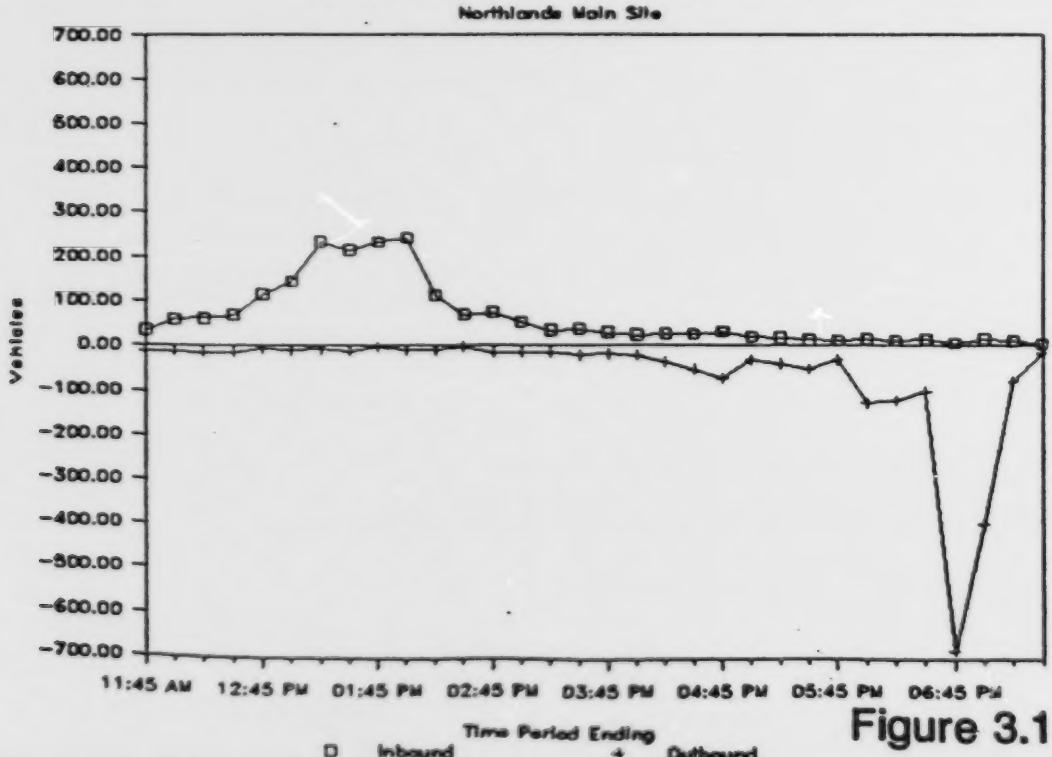
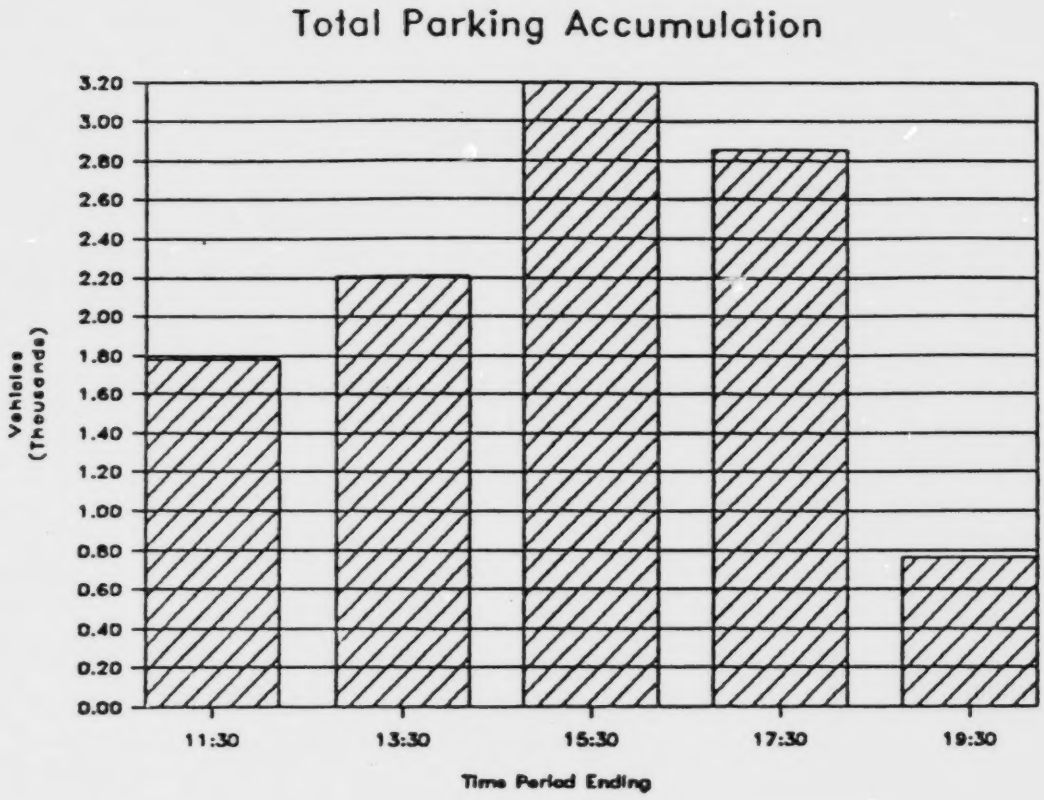

Inbound/Outbound Movements
Northlands Main Site
Vehicles
700.00
600.00
500.00
400.00
300.00
200.00
100.00
0.00
-100.00
-200.00
-300.00
-400.00
-500.00
-600.00
-700.00
11:45 AM
12:45 PM
01:45 PM
02:45 PM
03:45 PM
04:45 PM
05:45 PM
06:45 PM
Time Period Ending
Inbound
Outbound

Figure 3.1


Total Parking Accumulation
3.20
3.00
2.80
2.60
2.40
2.20
2.00
1.80
1.60
1.40
1.20
1.00
0.80
0.60
0.40
0.20
0.00
Vehicles (Thousands)
11:30
13:30
15:30
17:30
19:30
Time Period Ending

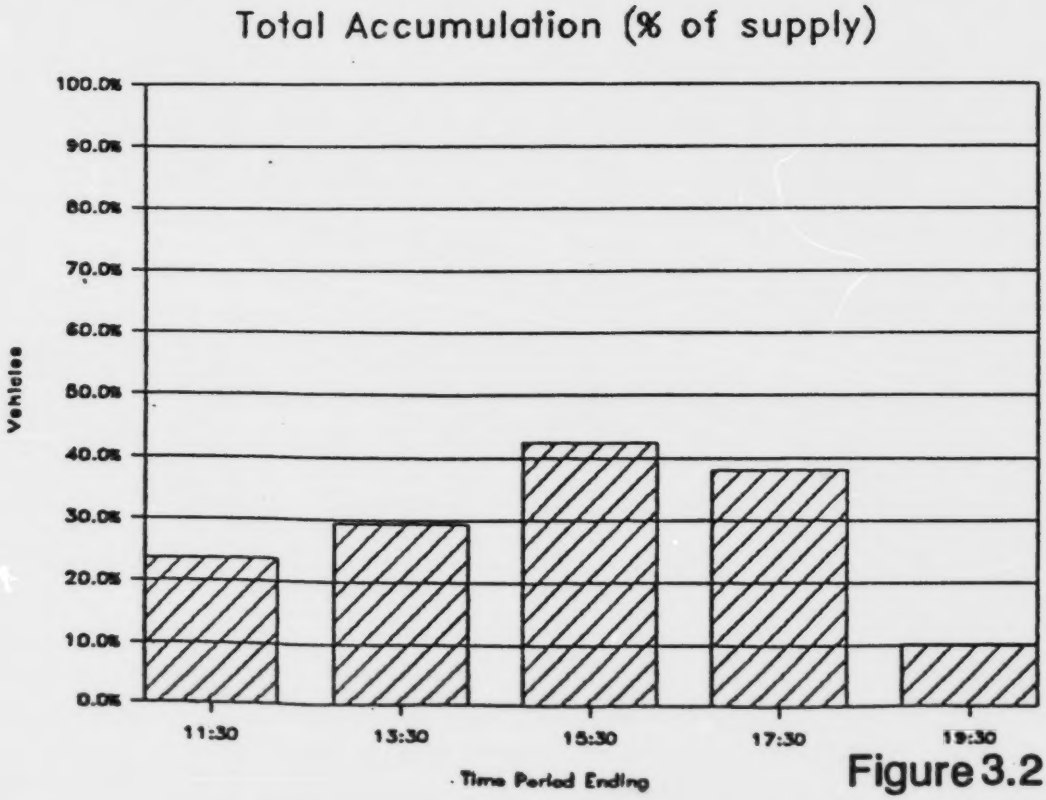

Total Accumulation (% of supply)
100.0%
90.0%
80.0%
70.0%
60.0%
50.0%
40.0%
30.0%
20.0%
10.0%
0.0%
Vehicles
11:30
13:30
15:30
17:30
19:30
Time Period Ending

Figure 3.2

- The peak accumulation in the Borden Park East lot, adjacent to the swimming pool and tennis courts was 133 vehicles. Approximately 50% of these were park users while the remainder were observed to attend the thoroughbred racing. In the Borden Park West lot, the accumulation peaked at about 250 vehicles. Based upon observations, it appeared that 60% - 80% of the people using this lot were going to the races.

- On-street parking in Zone 9 was heavily utilized. The two hour parking restriction except for residents with a permit did not stop the influx of on-street parking.

- On-street parking in Zone 11 west of Northlands also peaked during the thoroughbred racing, when about 235 of the available stalls were utilized. The majority of these were located in the vicinity of Northlands.

- Zone 10 experienced no evident impact as a result of the thoroughbred racing. The peak accumulation occurred at about 11:30 as a result of a 10 km road race held at Concordia College.

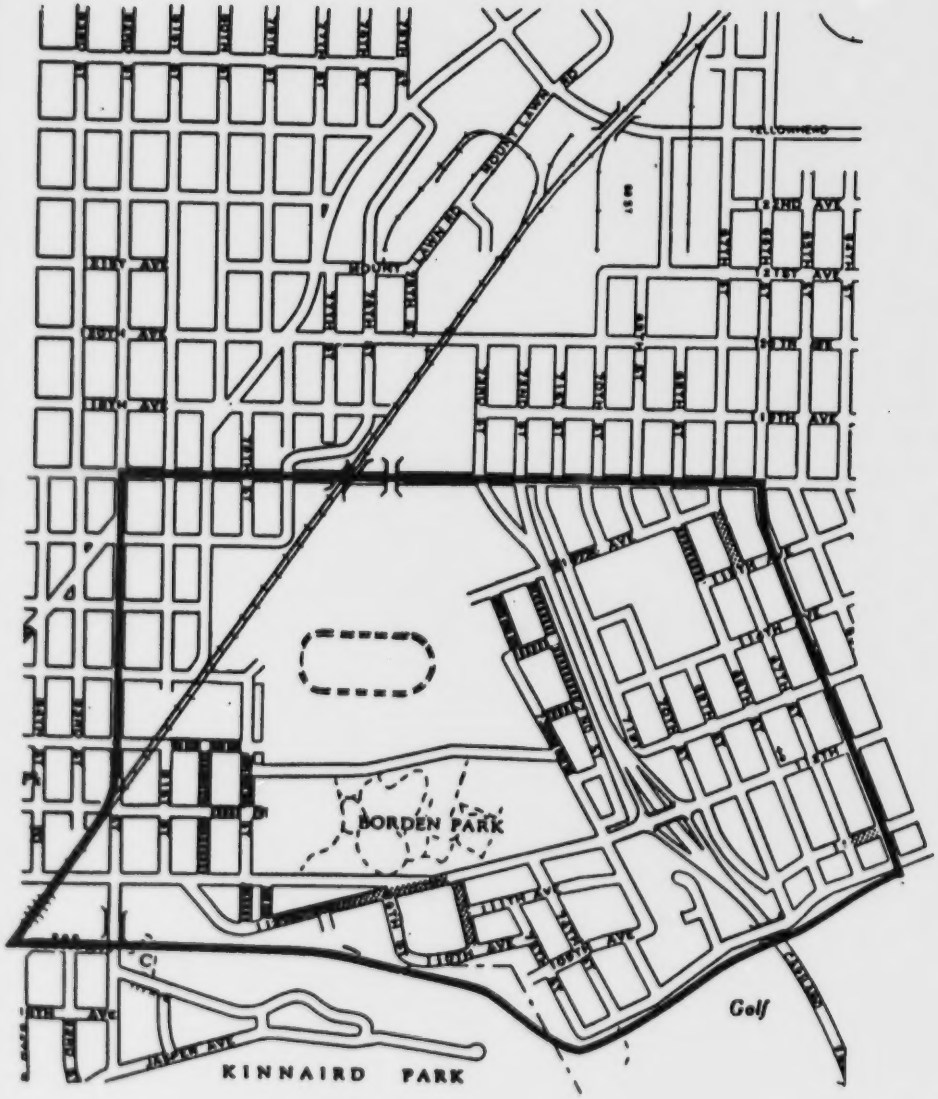
To further illustrate the impact of Northlands activities, Figure 3.3 displays the on-street parking for the peak period during a major event. The figure illustrates the peak distribution and the density of on-street parking in the study area during the thoroughbred racing which occurred at 15:30. The percent illustrated in the figure was calculated by the following method:

- [(on-street parking during peak time period) - (on-street parking at last interval)] / supply

Therefore the figure illustrates the increase in on-street parking during this particular Northlands activity.

Vehicle Occupancy

Vehicles entering the main Northlands lot were monitored to determine vehicle occupancies. The average over the survey period was 2.0 persons/vehicle.



IMC

Edmonton Northlands
Parking Management Study

PERCENT ON-STREET PARKING

75% - 100%

50% - 75%

25% - 50%

Figure 3.3
PARKING - HORSE RACING

Questionnaire Survey

The questionnaire survey conducted in conjunction with the parking accumulation survey resulted in 217 responses to the survey. Two interviewers conducted the surveys from 12:00 AM to 3:00 PM in the periods between thoroughbred races.

The 217 responses represent 4% of the total attendance of 5,668. The survey results are summarized in Table 3.2.

TABLE 3.2

Interview Results

August 31, 1986

Mode of Transport

Car	198	91%
Transit	11	6%
Walk	3	1%
Other	5	2%
Total	217	100%

Reason for Mode Choice	Car	Transit	Walk	Other
No Alternative	139	8	1	1
Cheaper	29	1	1	1
Avoid Traffic Congestion	6	1	1	1
Avoid Parking Congestion	1	1	0	1
Other [1]	23	0	0	1
Total	198	11	3	5

[1] Convenience was the most common 'other' reason.

Parking Location

Public Lot	167	84%
Private Lot	3	2%
On-street	22	11%
Other	6	3%
Total	198	100%

Reason for Location	Public	Private	On-street	Other
Cheaper	23	1	20	4
Close walking distance	115	0	0	0
Avoid congestion	8	1	1	1
No other space	9	0	0	0
Shuttle bus	0	0	0	0
Other	12	1	1	1
Total	167	3	22	6

Based upon the results of this survey, the following observations are made:

- o Approximately 91% of those surveyed arrived by private car. Only 5% utilized public transit while the remainder walked or chose some other for of transportation, such as a taxi. Approximately 70% of those who came by car felt they had no alternative whereas about 15% felt that it was cheaper. Of the transit users, 73% felt they had no alternative.

- o Of the people who came by car, 84% chose to park in a public Northlands designated lot. The primary reason they chose to park here was because of its proximity to the site. Approximately 11% of the people parked their vehicles on-street with 91% giving the reason that on-street was cheaper.

- o Extrapolation of the questionnaire results in the following estimations.

  - 5,668 attendance X 91% auto = 5,160 trips

  - 5,160 trips / 2.0 auto occupancy = 2,580 vehicles

  - 2,580 vehicles X 73% in zone 1 = 1,880 vehicles

A comparison of the observed accumulation of 2,080 vehicles is close to the estimated value of 1,880.

3.2.2 Stevie Wonder Concert Survey (October 18, 1986)

Two main Northlands events were taking place on the day of this survey. They included harness racing, which took place between the hours of 1:30 PM and 5:00 PM, and the Stevie Wonder concert which began at 8:30 PM and ended around midnight. Subsidiary activities on the Northlands grounds included city league hockey in the Sportex, wrestling in the Agricom and a dance in the Silver Slipper saloon.

Parking Accumulation Survey

The on-site parking accumulation survey was conducted between the hours of 1:00 PM and 1:00 AM. The study area was monitored seven times, once every two hours. Between the hours of 1:00 PM and 5:00 PM, during harness racing, the portion of the study area surveyed was the same as the area monitored in the

August 31 survey . The entire study area was monitored from 5:00 PM to 1:00 AM. Figures 3.4 and 3.5 illustrate the results of the parking accumulation survey. Figure 3.4 shows the parking accumulation characteristics of the main Northlands lot (Zone 1). Figure 3.5 illustrates the bi-hourly accumulation statistics as well as a comparison of the parking accumulation to the available supply.

The study area zone system is illustrated in Figure 2.1. The parking accumulations for each time period are summarized by zone in Table 3.3.

TABLE 3.3

Parking Accumulation

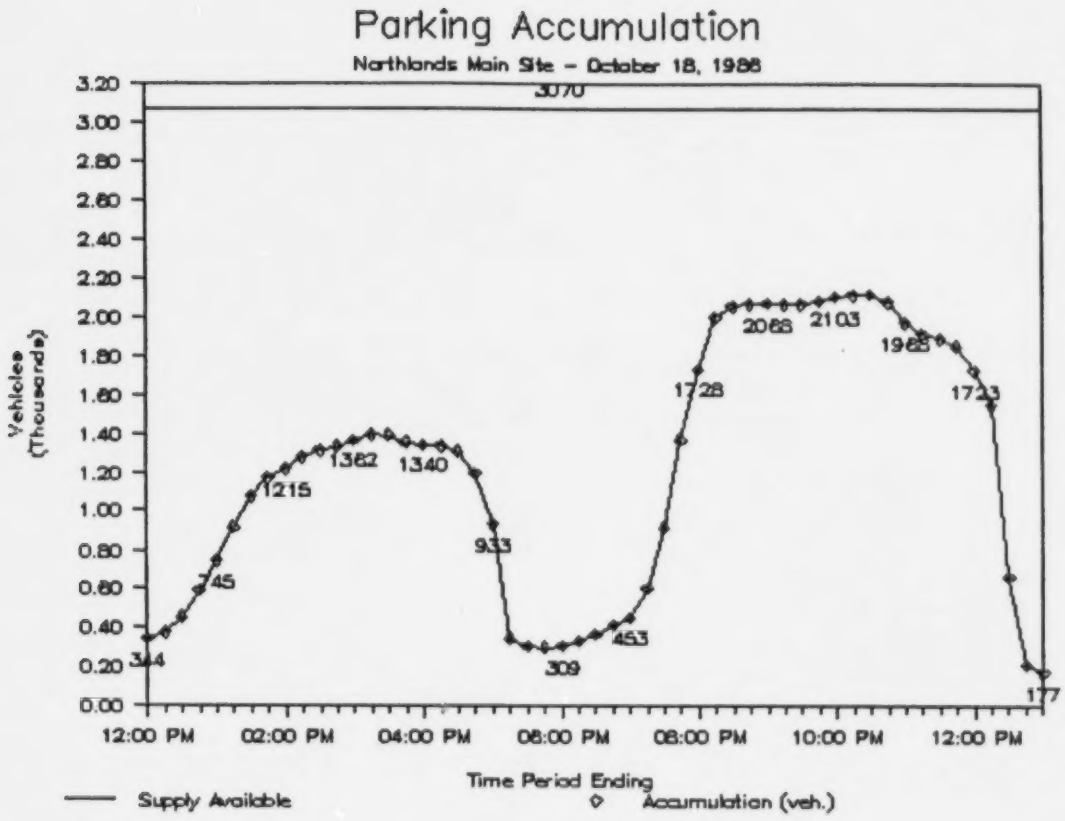
October 18, 1986

Zone	13:00	15:00	17:00	19:00	21:00	23:00	01:00	Supply
1	745	1,362	933	453	2,068	1,968	177	3,191
2	101	139	3	0	0	1	0	1,030
3	34	60	5	28	150	136	30	435
4	N/A	N/A	86	671	683	683	47	696
5	N/A	N/A	22	93	229	216	10	500
6	N/A	N/A	131	203	571	547	140	984
7	N/A	N/A	405	986	1,068	1,049	293	1,392
8	384	391	364	356	482	416	235	1,180
9	102	166	20	23	67	64	25	288
10	154	186	133	123	122	116	113	884
11	279	320	200	182	217	170	96	526
12	63	53	44	191	317	273	48	906
Total	1,862	2,677	2,346	3,309	5,974	5,639	1,214	12,012

From Table 3.3 the following observations are made:

- o During harness racing, increases in parking were evident in zones 1, 2, 3, and 9.
- o The concert had direct impact on zones 1, 3, 4, 5, 6 and 7.

To further illustrate the impact of Northland activities, Figures 3.6 and 3.7 display the on-street parking for the peak period for each of the major events. Figure 3.6 illustrates the peak distribution and the density of on-street parking in the study


Parking Accumulation
Northlands Main Site - October 18, 1988
3070
3.20
3.00
2.80
2.60
2.40
2.20
2.00
1.80
1.60
1.40
1.20
1.00
0.80
0.60
0.40
0.20
0.00
Vehicles (Thousands)
344
745
1215
1362
1340
933
309
453
1728
2068
2103
1985
1723
177
12:00 PM
02:00 PM
04:00 PM
06:00 PM
08:00 PM
10:00 PM
12:00 PM
Time Period Ending
Supply Available
Accumulation (veh.)

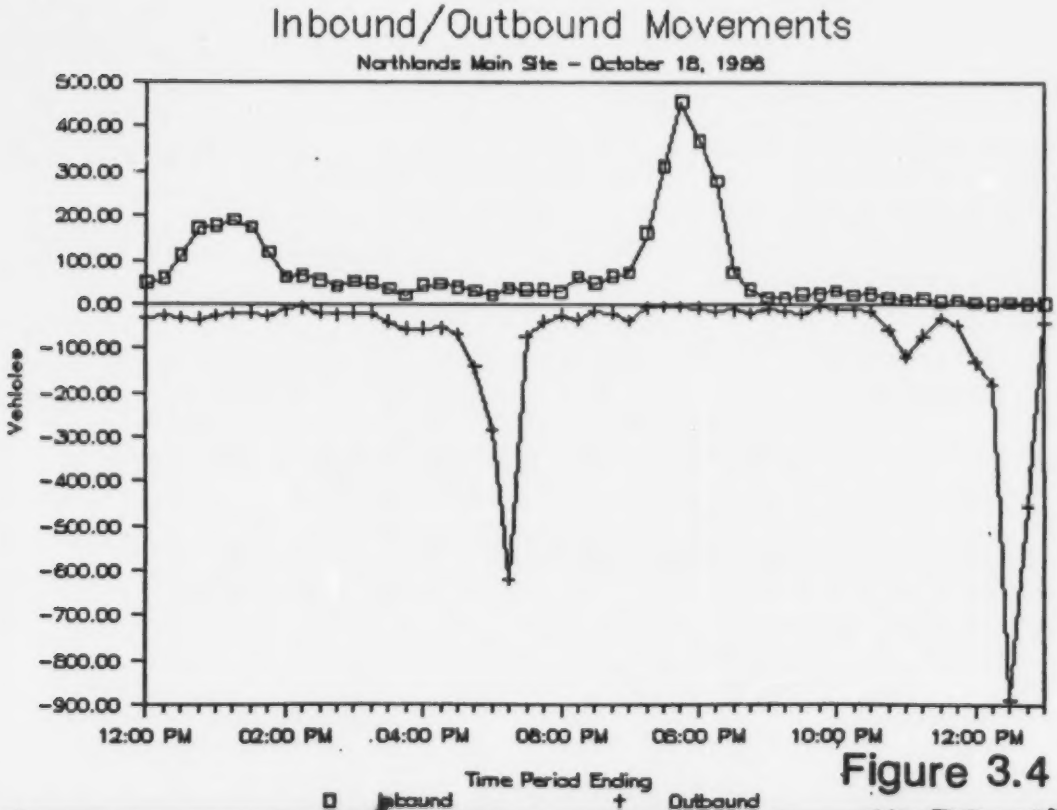
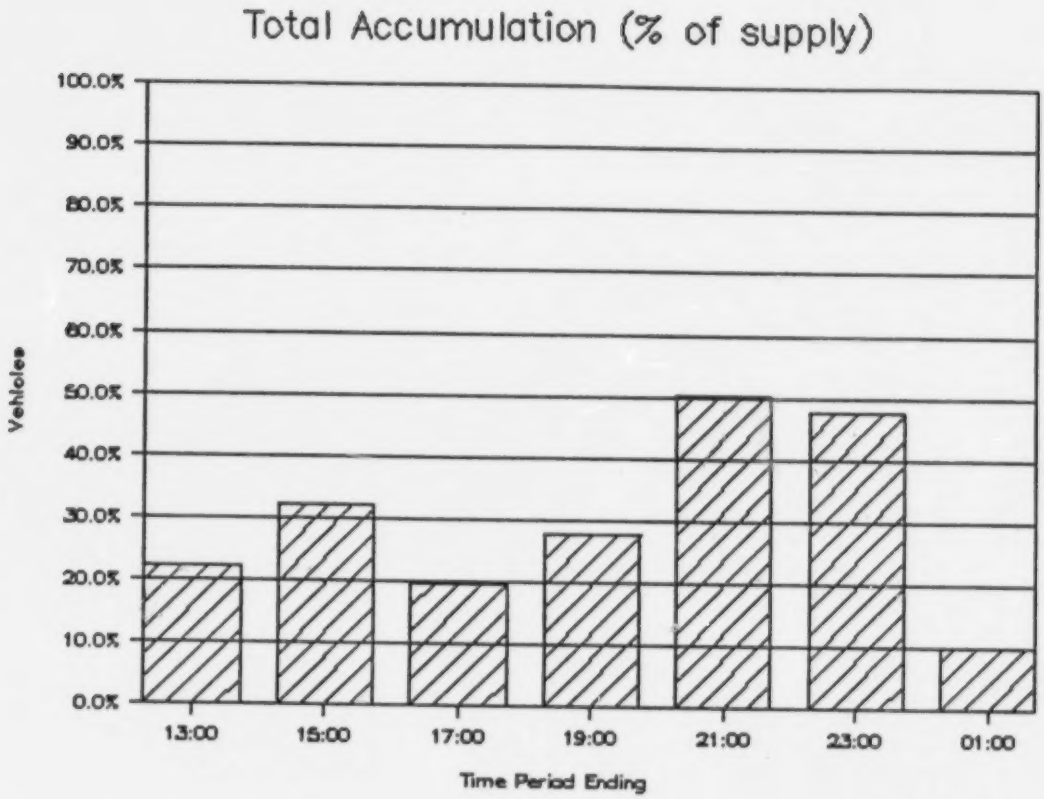

Inbound/Outbound Movements
Northlands Main Site - October 18, 1988
500.00
400.00
300.00
200.00
100.00
0.00
-100.00
-200.00
-300.00
-400.00
-500.00
-600.00
-700.00
-800.00
-900.00
Vehicles
12:00 PM
02:00 PM
04:00 PM
06:00 PM
08:00 PM
10:00 PM
12:00 PM
Time Period Ending
Inbound
Outbound

Figure 3.4


Total Accumulation (% of supply)
100.0%
90.0%
80.0%
70.0%
60.0%
50.0%
40.0%
30.0%
20.0%
10.0%
0.0%
Vehicles
13:00
15:00
17:00
19:00
21:00
23:00
01:00
Time Period Ending

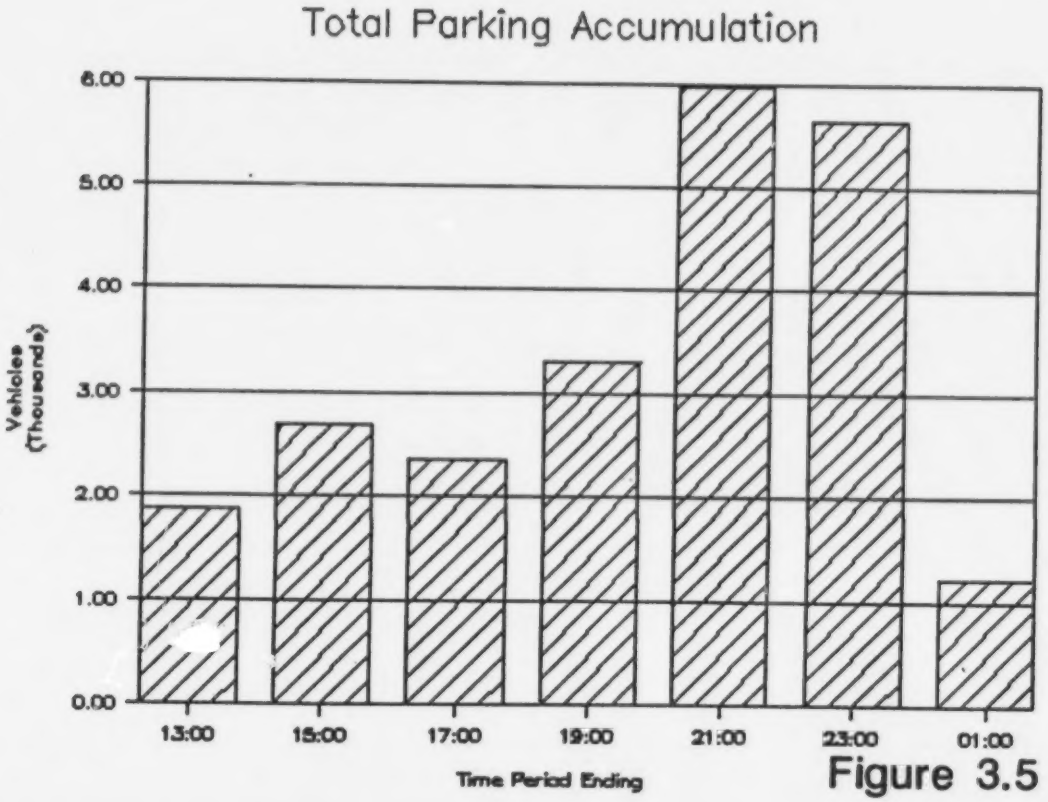
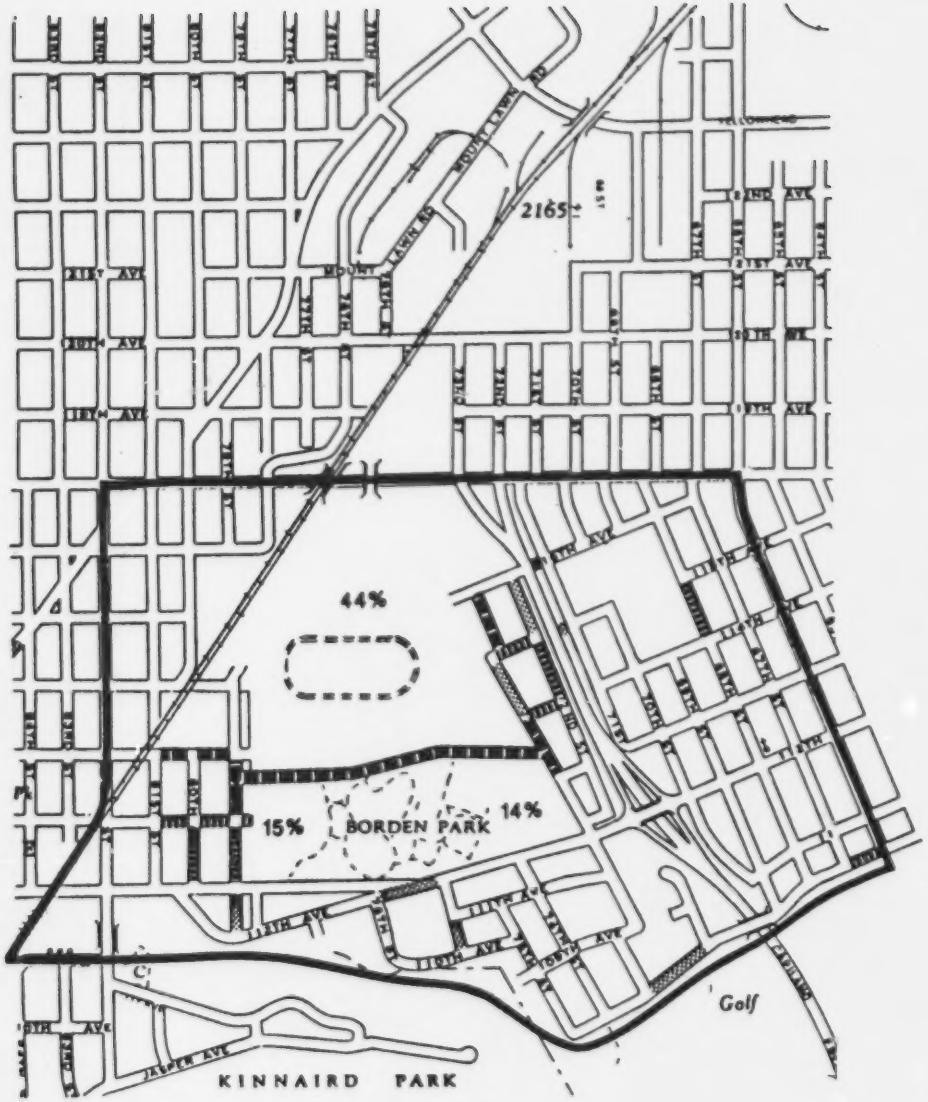
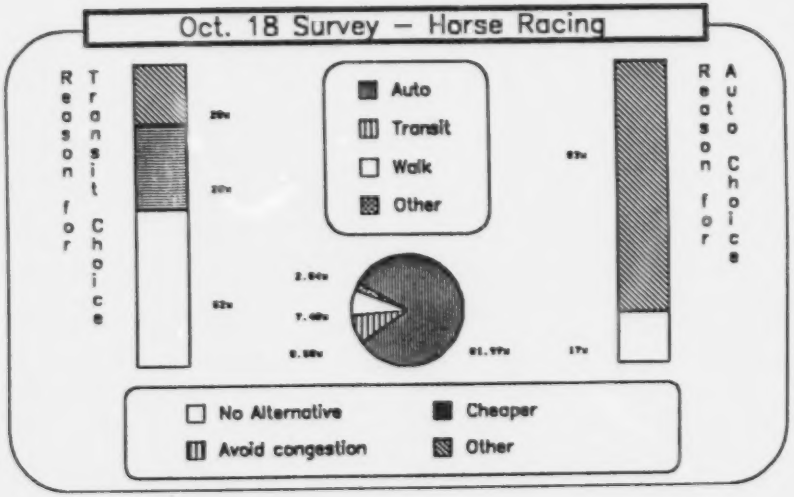

Total Parking Accumulation
6.00
5.00
4.00
3.00
2.00
1.00
0.00
Vehicles (Thousands)
13:00
15:00
17:00
19:00
21:00
23:00
01:00
Time Period Ending

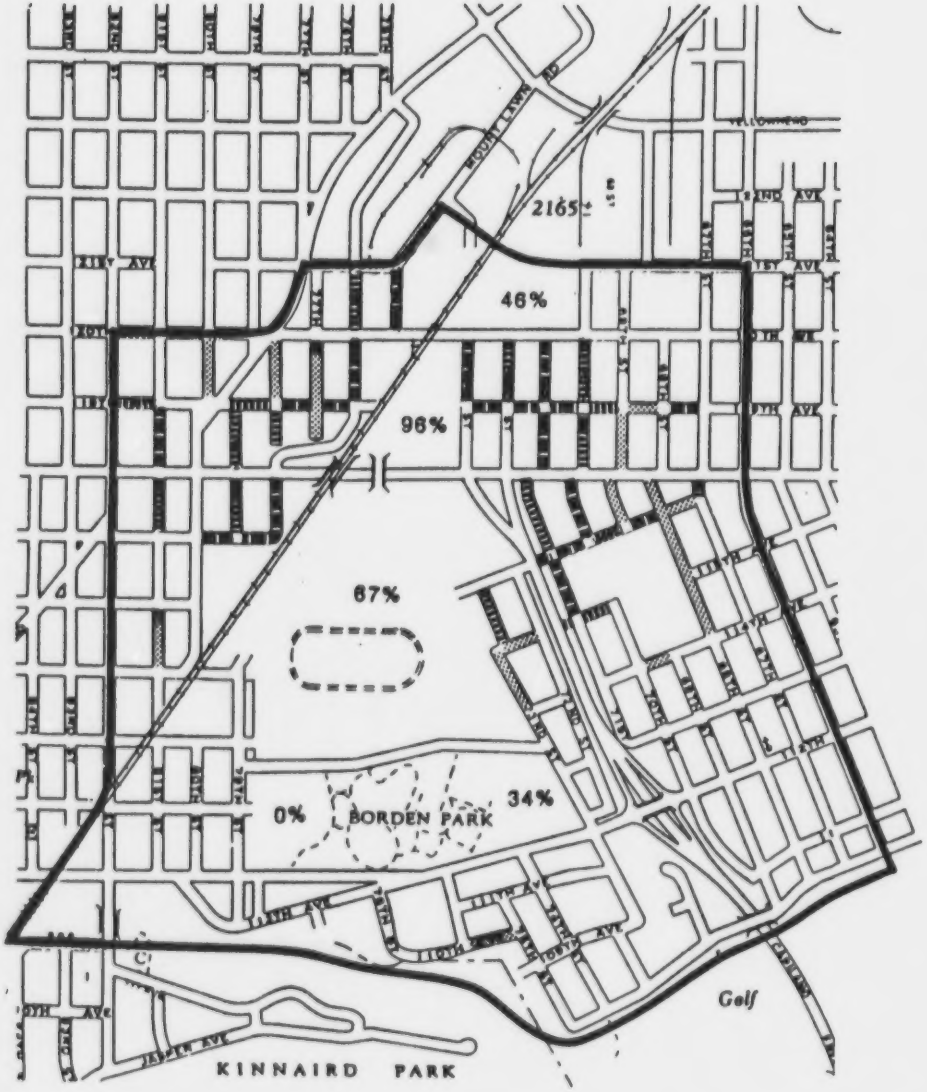
Figure 3.5

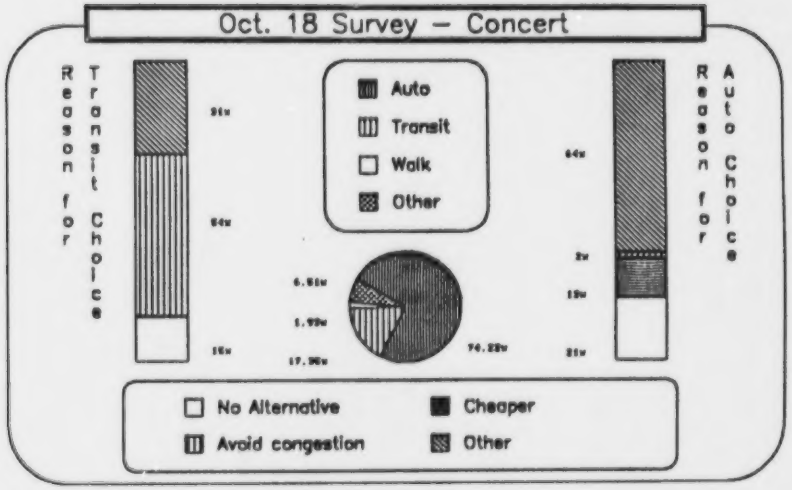




PERCENT ON-STREET PARKING
75% - 100%
50% - 75%
25% - 50%

Figure 3.6
PARKING –
HARNESS RACING 'A'





PERCENT ON-STREET PARKING
75% - 100%
50% - 75%
25% - 50%

Figure 3.7
PARKING - CONCERT

area during the harness racing which occurred at 15:00. Figure 3.7 illustrates the peak on-street parking at 21:00 which was the peak accumulation period during the concert. The percent illustrated in the figures was calculated by the following method:

- [(on-street parking during peak time period) - (on-street parking at last interval)] / supply

Therefore the figures illustrate the increase in on-street parking during Northland activities. In conjunction with the on-site parking accumulation survey, vehicle occupancy was monitored at the two main accesses for the Northlands site.

As vehicles entered the site the number of people in each vehicle was recorded. Table 3.4 illustrates the average occupancy of vehicles entering the site for time periods that coincide with the major activities.

TABLE 3.4
VEHICLE OCCUPANCY

Activity	Time Period	Average Occupancy
Harness racing	12:00-14:00	1.65
Concert	18:00-20:30	2.30
Survey Period	12:00-01:00	1.88

Questionnaire Survey

The questionnaire survey was undertaken at the two major events; the harness racing and the Stevie Wonder concert. Two surveyors were utilized during the harness racing and six surveyors were utilized during the concert. The survey period for the harness racing was between 12:30 PM and 4:00 PM, while the survey period at the concert which was from 6:30 PM to 8:30 PM.

A total of 709 people were interviewed. Of those, 294 were completed at the harness racing and 415 were completed at the concert. The 294 people surveyed at the harness racing represented approximately 8% of the attendance (3,700 people) while the 415 people surveyed at the concert represented approximately 2.5%. Table 3.5 summarizes the results of the questionnaires conducted during the harness racing while Table 3.6 summarizes the responses for the Stevie Wonder Concert.

TABLE 3.5

Harness Racing Interview Results

October 18, 1986

Mode of Transport		
Car	241	82%
Transit	25	9%
Walk	22	7%
Other	6	2%
Total	294	100%

Reason for Mode Choice	Car	Transit	Walk	Other
No Alternative	40	13	3	5
Cheaper	1	7	4	1
Avoid Traffic Congestion	0	0	1	0
Avoid Parking Congestion	0	0	0	0
Other [1]	195	5	14	0
Total	236	25	22	6

[1] Convenience was the most common 'other' reason.

Parking Location		
Public Lot	191	79%
Private Lot	7	3%
On-street	41	17%
Other	2	1%
Total	241	100%

Reason for Location	Public	Private	On-street	Other
Cheaper	8	0	37	0
Close walking distance	151	2	0	0
Avoid congestion	11	0	2	0
No other space	11	0	0	1
Shuttle bus	0	0	0	0
Other	10	5	1	1
Total	191	7	40	2

TABLE 3.6

Concert Interview Results

October 18, 1986

Mode of Transport

Car	308	74%
Transit	72	17%
Walk	8	2%
Other	27	7%
Total	415	100%

Reason for Mode Choice	Car	Transit	Walk	Other
No Alternative	64	11	1	7
Cheaper	40	0	1	4
Avoid Traffic Congestion	5	15	1	4
Avoid Parking Congestion	2	24	2	3
Other [1]	197	22	3	9
Total	308	72	8	27

[1] Convenience was the most common 'other' reason.

Parking Location

Public Lot	192	62%
Private Lot	62	20%
On-street	50	16%
Other	4	2%
Total	308	100%

Reason for Location	Public	Private	On-street	Other
Cheaper	11	15	22	2
Close walking distance	128	15	8	0
Avoid congestion	20	7	10	0
No other space	13	7	6	1
Shuttle bus	0	0	0	0
Other	19	18	4	1
Total	192	62	50	4

Based on the results of the questionnaires, the following observations are made:

For Harness Racing

- Approximately 82% of the people surveyed at the harness racing arrived by private car. Transit was used by 8.5% of the patrons.

- Of the harness racing patrons who arrived by car, approximately 80% chose to park in Northlands designated parking lots.

- The questionnaire results can also be used to estimate the on-site parking. Utilizing the above results, the following on-site parking estimates were made for Zone 1:

  - 3651 attendance x 82% by auto= 2994 person auto trips

  - 2994 trips / 1.65 auto occupancy = 1814 vehicles

  - 1814 vehicles x 77% in Zone 1 = 1396 vehicles

For The Stevie Wonder Concert

- 74% of those surveyed at the concert, arrived by private car. Of those who were surveyed at the concert 17% utilized transit. 54% of those who attended the concert and utilized transit did so to avoid traffic and parking congestion.

- Only 57% of the concert-goers chose to park in a Northlands lot with the remainder choosing to park elsewhere.

- The questionnaire results can also be used to estimate the on-site parking. Utilizing the above results, the following on-site parking estimates were made for Zone 1:

  - 17256 attendance x 74% auto = 12769 person auto trips

  - 12769 trips / 2.3 auto occupancy = 5552 vehicles

  - 5552 vehicles x 33% in Zone 1 = 1832 vehicles

The questionnaire results indicate that the parking accumulation in Zone 1 during the thoroughbred racing and the concert were 1398 and 1832 respectively. The maximum on-site accumulations during the harness racing and the concert were 1455 and 2118, respectively. A comparison of the predicted to measured accumulations indicates the numbers are relatively close. The discrepancy between

the predicted and the actual accumulations for the concert can be accounted for because subsidiary events like wrestling and the dance at the Silver Slipper Saloon were not surveyed. These results tend to to support the assumption that the questionnaire survey alone can in fact be used to estimate parking accumulations within the study area as was stated after the August 31, 1986 survey was completed.

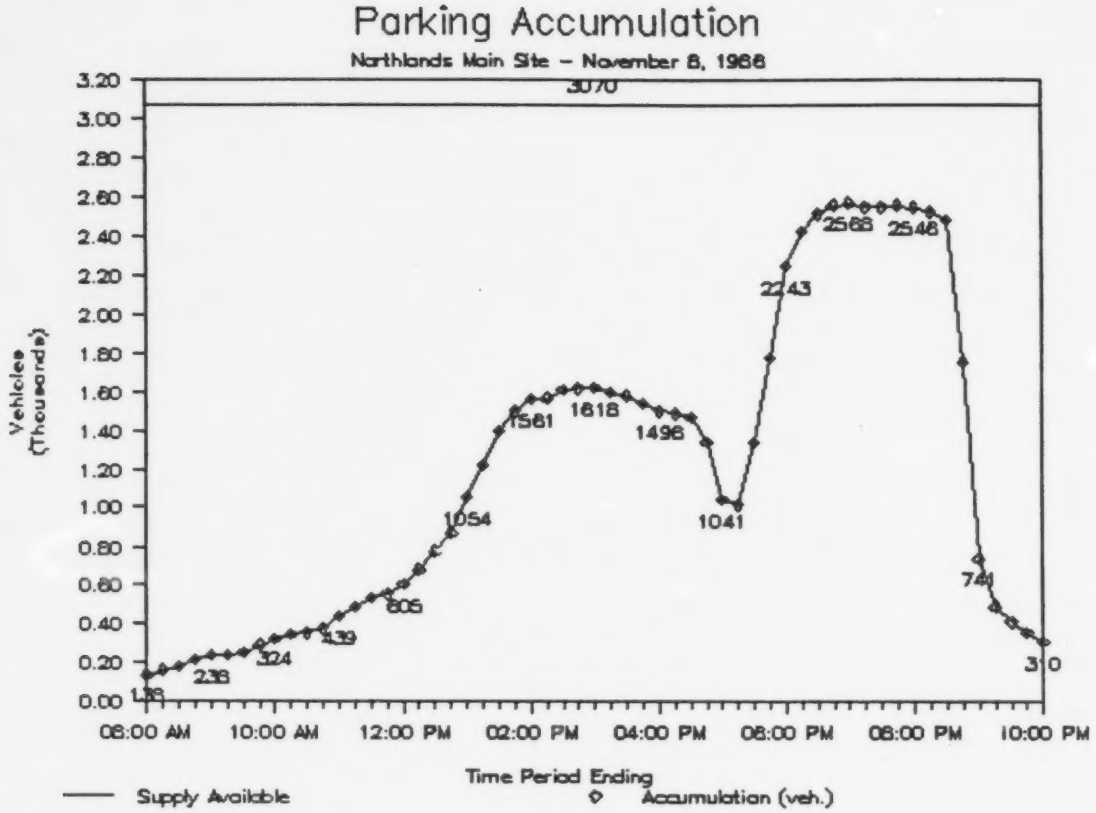
3.2.4 Hockey Game Oilers Vs Montreal Survey (November 8, 1986)

Three major events were scheduled for this survey date. They included Farm Fair '86, harness racing and an Oiler's hockey game. The Farm Fair '86 consisted of a variety of events that utilized the Northlands site for the entire day. Harness racing took place from 1:30 to approximately 5:00 while the hockey game took place from 6:00 to approximately 9:00. Subsidiary events on the Northlands site included city league hockey in the Sportex, a dance in the Silver Slipper saloon.

Parking Accumulation Survey

The on-site parking accumulation was recorded from 8:00 AM to 10:00 PM. The parking in the remainder of the study area was recorded from 11:00 AM to 11:00 PM. The parking accumulation in the study area was monitored every two hours. The study area was divided as in previous surveys. The area that would be utilized by harness racing was monitored from 11:00 AM to 3:00 PM. After 5:00 PM, the entire study was surveyed.

Figures 3.8 and 3.9 illustrate the results of the parking accumulation survey. Figure 3.8 shows the parking accumulation characteristics of the main Northlands lot (Zone 1). Figure 3.9 illustrates the bi-hourly accumulation statistics as well as a comparison of the parking accumulation to the available supply. Table 3.7 summarizes the results of the parking accumulation by zone for each of the survey time periods.


Parking Accumulation
Northlands Main Site – November 8, 1988
3070
Vehicles (Thousands)
3.20
3.00
2.80
2.60
2.40
2.20
2.00
1.80
1.60
1.40
1.20
1.00
0.80
0.60
0.40
0.20
0.00
126
238
324
439
605
1054
1581
1618
1496
1041
2243
2568
2548
741
310
08:00 AM
10:00 AM
12:00 PM
02:00 PM
04:00 PM
06:00 PM
08:00 PM
10:00 PM
Time Period Ending
Supply Available
Accumulation (veh.)

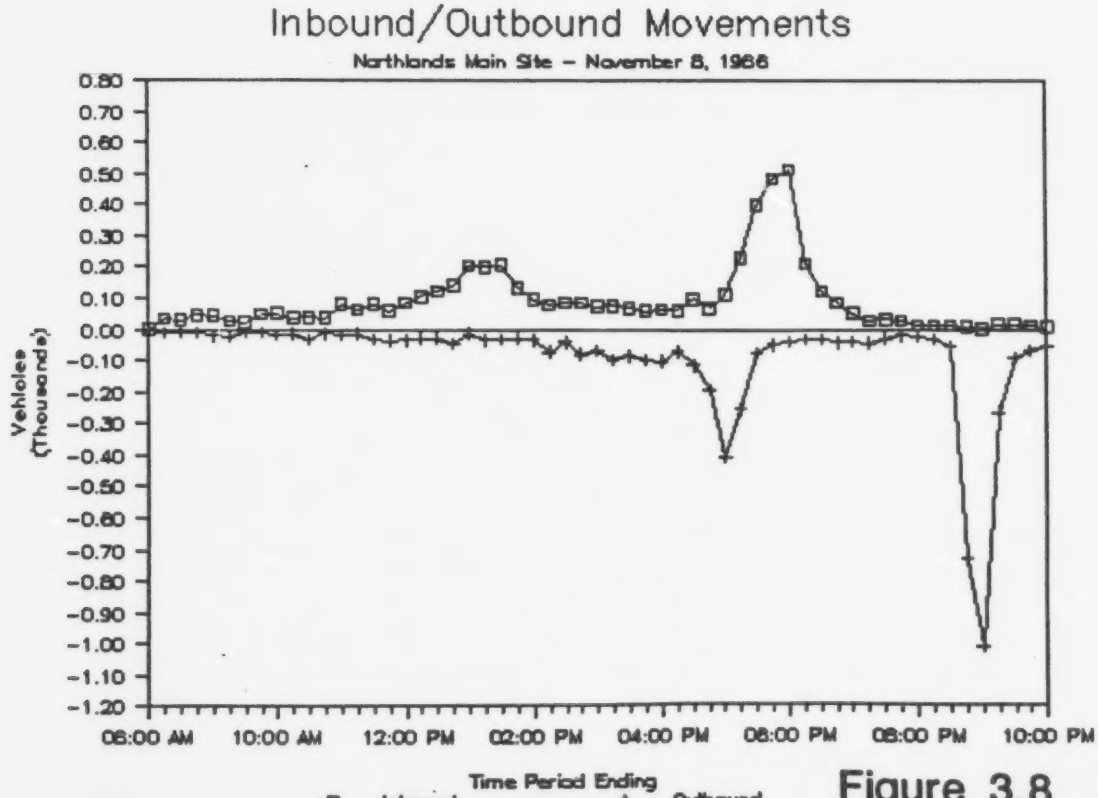
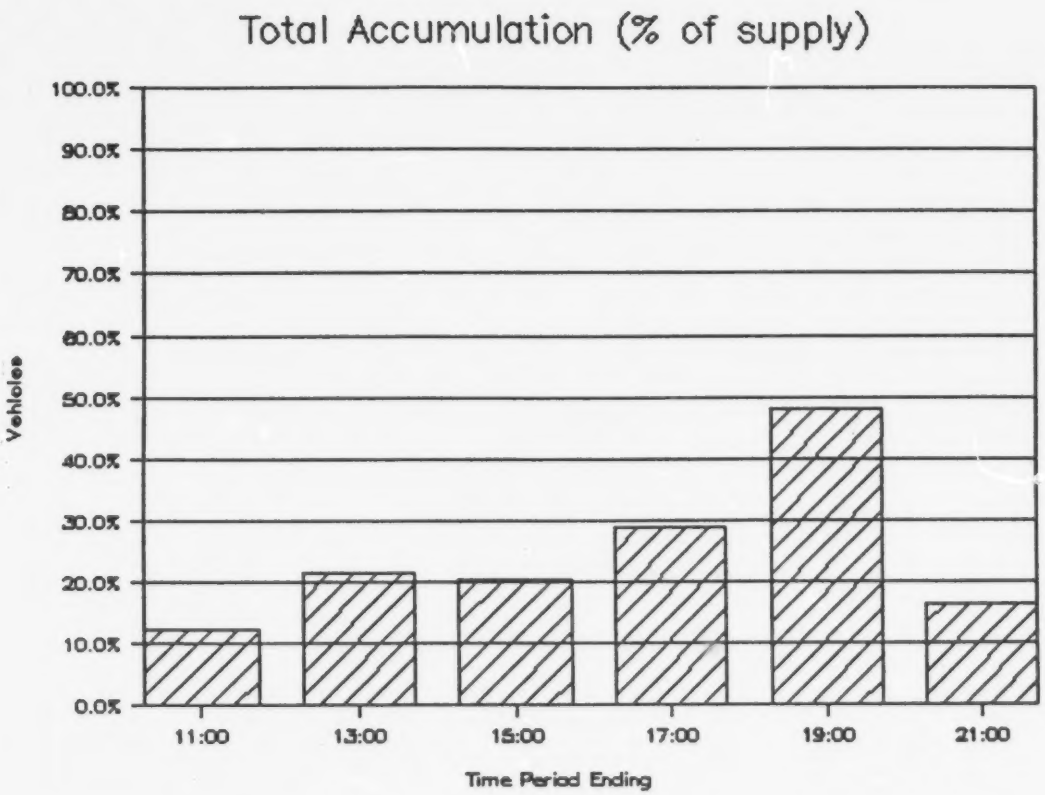

Inbound/Outbound Movements
Northlands Main Site – November 8, 1988
Vehicles (Thousands)
0.80
0.70
0.60
0.50
0.40
0.30
0.20
0.10
0.00
-0.10
-0.20
-0.30
-0.40
-0.50
-0.60
-0.70
-0.80
-0.90
-1.00
-1.10
-1.20
08:00 AM
10:00 AM
12:00 PM
02:00 PM
04:00 PM
06:00 PM
08:00 PM
10:00 PM
Time Period Ending
Inbound
Outbound

Figure 3.8


Total Accumulation (% of supply)
100.0%
90.0%
80.0%
70.0%
60.0%
50.0%
40.0%
30.0%
20.0%
10.0%
0.0%
Vehicles
11:00
13:00
15:00
17:00
19:00
21:00
Time Period Ending

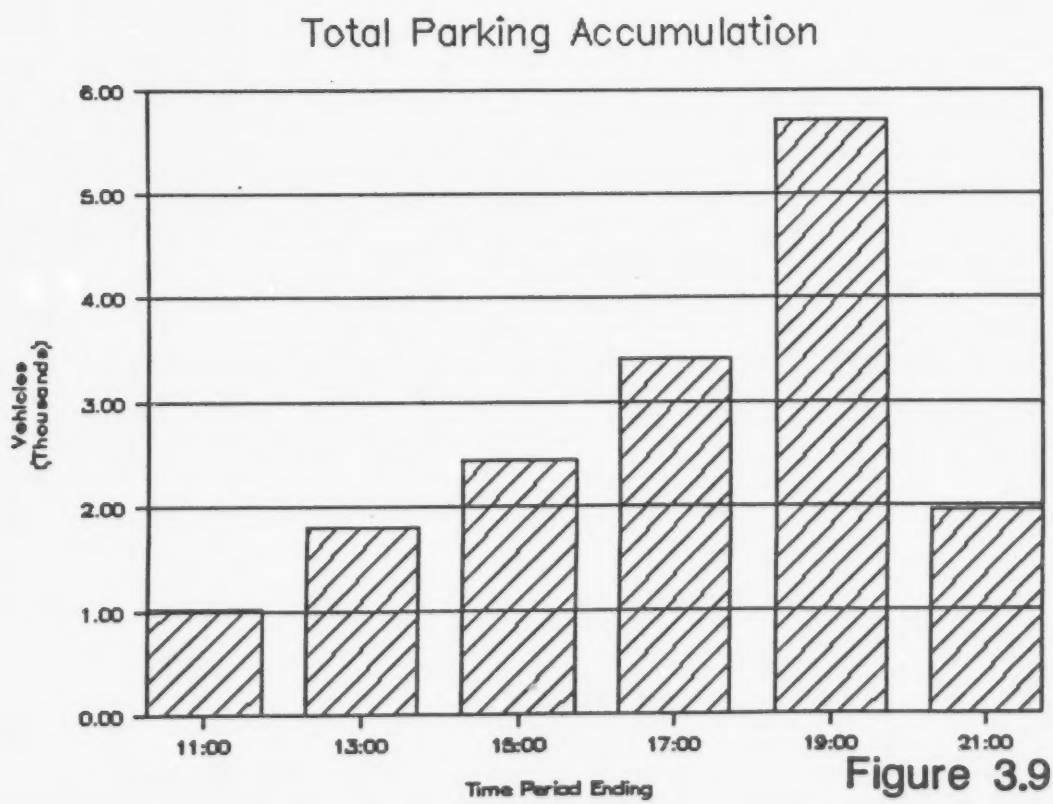

Total Parking Accumulation
6.00
5.00
4.00
3.00
2.00
1.00
0.00
Vehicles (Thousands)
11:00
13:00
15:00
17:00
19:00
21:00
Time Period Ending

Figure 3.9

TABLE 3.7

PARKING ACCUMULATION

November 8, 1986

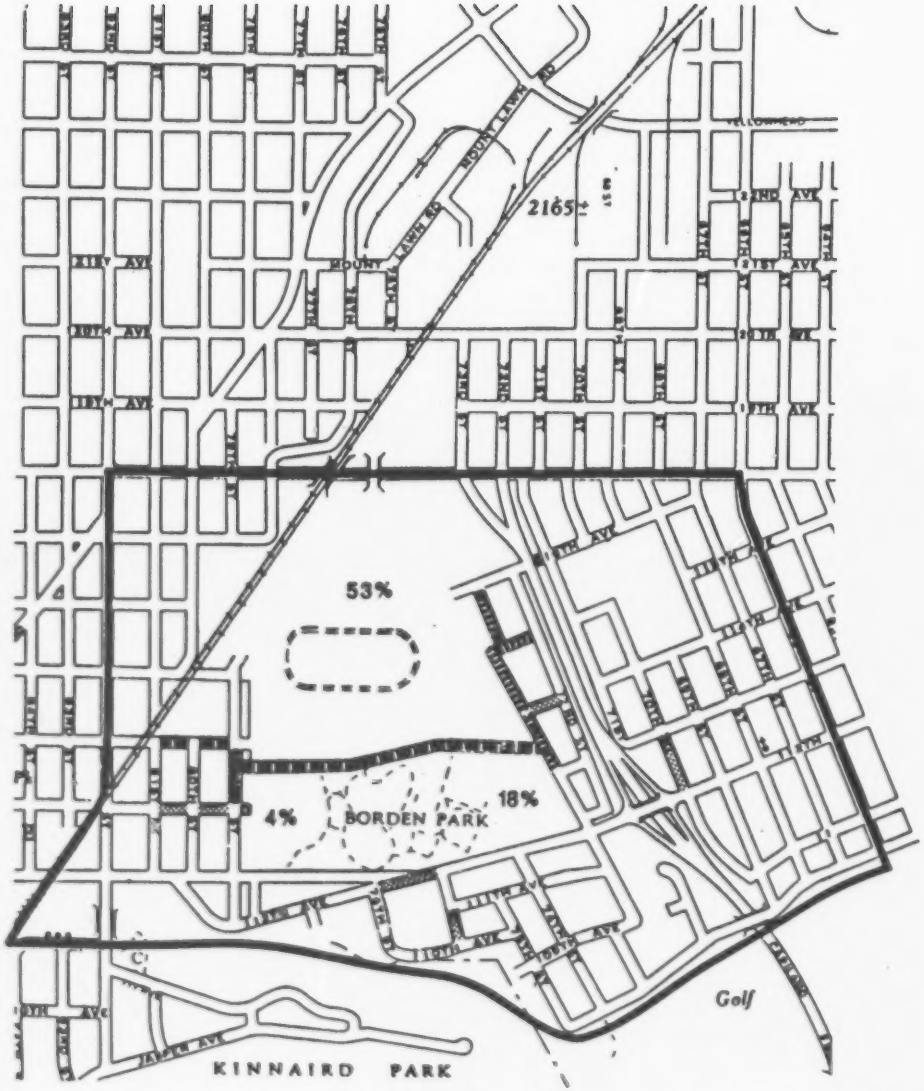
Zone	11:00	13:00	15:00	17:00	19:00	21:00	Supply
1	439	1,054	1,618	1,041	2,568	741	3,191
2	19	35	44	15	18	10	1,030
3	21	29	79	5	7	45	435
4	N/A	N/A	N/A	510	650	115	696
5	N/A	N/A	N/A	150	175	5	500
6	N/A	N/A	N/A	325	431	110	984
7	N/A	N/A	N/A	766	1,003	188	1,330
8	277	235	232	274	377	283	1,108
9	13	61	85	50	62	18	170
10	95	94	79	80	112	129	839
11	104	210	227	119	134	177	771
12	60	72	68	287	470	124	924
Total:	1,028	1,790	2,432	3,622	6,007	1,945	11,978

The following observations were made from Table 3.7:

- During the harness racing the following zones 1, 2, 3, and 9 were impacted.
- Zones 1, 4, 5, 6, 7 and 9 were impacted by the hockey game.
- On-site accumulations (zone 1) did not fluctuate as dramatically as in the October 18, 1986 survey because the Farm Fair continued throughout the day.

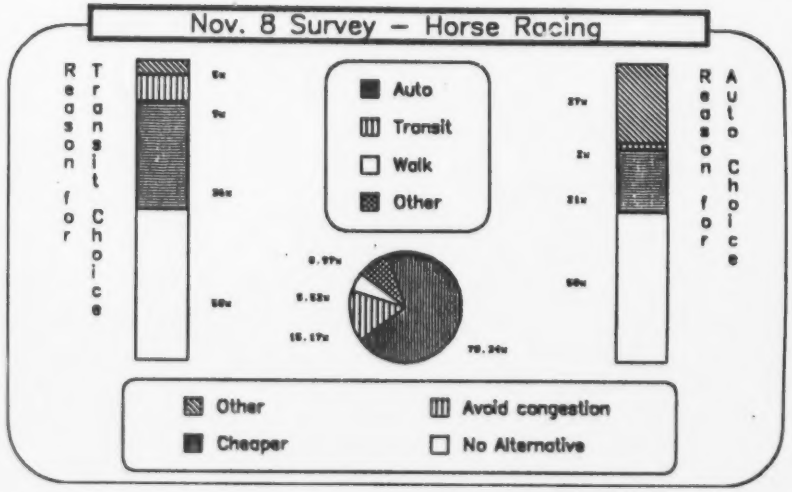
Figures 3.10 and 3.11 illustrate the on-street parking density and distribution for the two peak accumulation time periods which occurred at approximately 15:00 and 19:00. These Figures illustrate the percent increase in on-street parking due to the events taking place at Northlands.

In conjunction with the on-site parking accumulation survey the vehicle occupancy was monitored at two accesses to the site. Vehicle occupancy was monitored as vehicles entered the site. The following table summarizes the occupancy during the time periods of the main events.



IMC

Edmonton Northlands
Parking Management Study

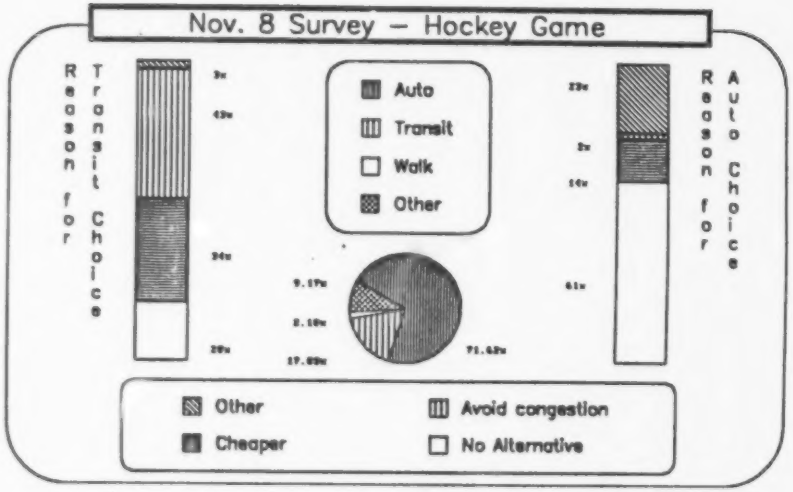


PERCENT ON-STREET PARKING
75% - 100%
50% - 75%
25% - 50%

Figure 3.10
PARKING –
HARNESS RACING 'B'

IMC

Edmonton Northlands
Parking Management Study



PERCENT ON-STREET PARKING

- 75% - 100%
- 50% - 75%
- 25% - 50%

Figure 3.11
PARKING – HOCKEY GAME

Time Period Ending + Outbound Inbound

Figure 3.4

TABLE 3.8

VEHICLE OCCUPANCY

Activity	Time Period	Average Occupancy
Harness Racing	11:30-13:00	1.60
Hockey Game	16:00-18:00	2.00
Survey Period	08:00-22:00	1.84

3.2.2 Questionnaire Survey

The questionnaire survey was undertaken at the three major events for this survey date. Three surveyors were utilized at each of the events. The survey durations were as follows:

-Harness Racing	1:00-2:30 PM	1.5 Hrs
-Farm Fair	2:30-4:00 PM	1.5 Hrs
-Hockey Game	5:00-8:00 PM	3.0 Hrs

Interviews were only conducted during intermissions, such as between harness races, before the game or between periods.

A total of 572 questionnaire were completed. 145 questionnaires were completed at the harness racing which represented 6.0% of the total attendance. 198 and 229 questionnaires were completed at the Farm Fair and the hockey game, respectively.

The Farm Fair '86 was open to the public so gate receipts were not available to monitor attendance but an estimate of 8,000 to 10,000 was made by organizers. Therefore the 198 questionnaires represented a range of 1.9% - 2.3% of the total attendance.

The Oiler versus Montreal game was sold out with attendance at 17,501. The 229 questionnaires represented 1.3% of the total attendance. The following tables summarize the responses to the questionnaires. Table 3.9 summarize the responses from the harness racing, while Table 3.10 and Table 3.11 summarize the responses from the Farm Fair and hockey game, respectively.

TABLE 3.9

Harness Racing Interview Results

November 8, 1986

Mode of Transport

Car	102	70%
Transit	22	15%
Walk	8	6%
Other	13	9%
Total	145	100%

Reason for Mode Choice	Car	Transit	Walk	Other
No Alternative	51	11	1	12
Cheaper	21	8	3	0
Avoid Traffic Congestion	1	1	1	0
Avoid Parking Congestion	1	1	0	1
Other [1]	28	1	3	0
Total	102	22	8	13

[1] Convenience was the most common 'other' reason.

Parking Location

Public Lot	83	81%
Private Lot	4	4%
On-street	15	15%
Other	0	-
Total	102	100%

Reason for Location	Public	Private	On-street	Other
Cheaper	4	2	11	0
Close walking distance	71	1	3	0
Avoid congestion	2	1	1	0
No other space	1	0	0	0
Shuttle bus	0	0	0	0
Other	5	0	0	0
Total	83	4	15	0

TABLE 3.10

Farm Fair '86 Interview Results

November 8, 1986

Mode of Transport

Car	166	84%
Transit	28	14%
Walk	2	1%
Other	2	1%
Total	198	100%

Reason for Mode Choice	Car	Transit	Walk	Other
No Alternative	117	9	0	2
Cheaper	27	10	0	0
Avoid Traffic Congestion	1	4	1	0
Avoid Parking Congestion	1	4	0	0
Other [1]	20	1	1	0
Total	166	28	2	2

[1] Convenience was the most common 'other' reason.

Parking Location

Public Lot	151	91%
Private Lot	7	4%
On-street	8	5%
Other	0	-
Total	166	100%

Reason for Location	Public	Private	On-street	Other
Cheaper	0	1	7	0
Close walking distance	137	4	0	0
Avoid congestion	6	2	1	0
No other space	6	0	0	0
Shuttle bus	0	0	0	0
Other	2	0	0	0
Total	151	7	8	0

TABLE 3.11

Hockey Game Interview Results

November 8, 1986

Mode of Transport

Car	164	72%
Transit	39	17%
Walk	5	2%
Other	21	9%
Total	229	100%

Reason for Mode Choice	Car	Transit	Walk	Other
No Alternative	101	8	0	8
Cheaper	23	13	0	7
Avoid Traffic Congestion	3	11	0	3
Avoid Parking Congestion	0	6	0	1
Other [1]	37	1	5	2
Total	164	39	5	21

[1] Convenience was the most common 'other' reason.

Parking Location

Public Lot	87	53%
Private Lot	49	30%
On-street	26	16%
Other	2	1%
Total	164	100%

Reason for Location	Public	Private	On-street	Other
Cheaper	3	8	8	0
Close walking distance	68	23	4	2
Avoid congestion	7	6	8	0
No other space	9	9	6	0
Shuttle bus	0	0	0	0
Other	0	3	0	0
Total	87	49	15	2

Based on the results of the questionnaires the following observations are made:

For Harness Racing

- 70% of those surveyed at the harness racing arrived by private car. Of those 70%, 50% felt that they had no alternative than to come by car.

- Transit was used by 14% of those surveyed at the harness racing. Only 9% utilized transit to avoid traffic and parking congestion while 50% said that they had no alternative. An additional reason for the higher use of public transit could have been the weather. During the survey, there was a snow storm with accompanying low temperatures and high winds.

- The questionnaire results from the harness racing were used to make the following estimate of on-site parking in Zone 1 at Northlands.

  - 2406 attendance x 70% by auto= 1684 person auto trips
  - 1684 trips / 1.60 auto occupancy = 1030 vehicles
  - 1030 vehicles x 71% in Zone 1 = 737 vehicles

For The Hockey Game

- 72% of those surveyed at the hockey game arrived by private car. Of those that arrived by private car, 61% felt that they had no alternative.

- Of the 17% that utilized transit to attend the hockey game 43% did so to avoid traffic and parking congestion while 20% felt they had no alternative.

- The questionnaire results from the hockey game were used to make the following estimate of on-site parking in Zone 1 at Northlands.

  - 17501 attendance x 72% by auto=12600 person auto trips
  - 12600 trips / 2.00 auto occupancy = 6300 vehicles
  - 6300 vehicles x 44% in Zone 1 = 2772 vehicles

For The Farm Fair

- o Approximately 84% of those surveyed at the Farm Fair arrived by private car. Of those surveyed at the Farm Fair, 70% felt that they had no alternative other than their private car.

- o Of the 14% that utilized transit to attend the Farm Fair, 29% did so to avoid traffic and parking congestion while 32% had no alternative.

A comparison of the estimated Zone 1 accumulations to the actual accumulations result in the following:

Event	Estimated Accumulation	Actual Accumulation	Difference (Act.-Est.)
Harness Racing/Farm Fair	1,737	1,618	-7 %
Hockey Game	2,772	2,568	-7 %

As indicated above, the estimated parking accumulations based on the questionnaire survey results compare closely with the observed parking accumulations for the Northlands main lot.

Conclusions

From the results of the various surveys, a number of conclusions can be developed with respect to the overall impacts of Northlands activity upon the surrounding neighborhoods.

1. The residential area parking impacts are dependent upon the location of the Northlands activity.

   - Track racing events affect an area bounded by the tracks, Capilano Freeway, 110 Avenue and 116 Avenue.

   - Coliseum events impact an area bounded by 82 Street, 121 Street, 67 Street and 115 Avenue.

- It is estimated that Agricom and Sportex events do not impact beyond the tracks, 118 Avenue, Capilano Freeway and 113 Street.

- The small residential area bounded by the Capilano Freeway and Northlands is impacted by any activity on the site. Additional parked traffic was monitored during each survey.

- Observations conducted subsequent to our surveys determined that a substantial number of people attending Coliseum events are parking in areas north of the study area. It is estimated that this could represent 7% to 10% of the demand for the event.

2. Within the study area, there are portions of communities that are not impacted by Northlands events. The areas include:

   - east of 67 Street
   - bounded by Capilano Freeway on the west and 115 Avenue on the north
   - south of 110 Avenue

3. Excluding Klondike Days, Coliseum events in general and the hockey games specifically have the greatest impact upon residential areas adjacent to Northlands site. The Agricom hosts a wide variety of events but it is not designed to accommodate Coliseum crowds.

4. The Borden Park parking lots are both utilized by people going to racing events. For the two good weather race days, the number of cars parked at the peak was 250 - 350 which represented 17% - 24% of the total capacity of the lots. This range appears to be directly related to the attendance (5,600 for the thoroughbred race in August and 3,500 for the harness race in October).

5. For Coliseum events 70% - 80% of the patrons travel by automobile and 15% - 20% use public transportation services. These figures are similar to data obtained by surveys conducted by the City Transportation Department.

6. For track racing events, the number of people arriving by automobile exhibited much higher variations; 90% in August to 70% in November. It would appear that the weather conditions play an important role in people's decisions as to how to travel.

7. Approximately 83% of people coming to a coliseum event by automobile park in parking lots, while the rest park on the street. This translates into 5,300 vehicles on parking lots and 1,100 vehicles on the street.

8. For thoroughbred racing events, in which the attendance exceeds 5,000 people, about 1,500 vehicles are parked in off-street lots and about 300 vehicles park on the street.

4.0 ANALYSIS OF PARKING NEEDS AND OPTIONS

4.1 PARKING DEMAND

Parking demand is defined as the number of drivers desiring to park within a given area during a specified time period. Therefore, the parking demand for Northlands events includes vehicles parked on Northlands designated lots, vehicles parked on off-street lots throughout the study area , and vehicles parked on-street.

The parking demand characteristics for Northlands events are dependent upon a number of factors including; type of event, time period of event, other events taking place at the same time, availability of parking, availability of transit, level of enforcement of parking regulations, and the weather. In order to develop estimates of parking demand for various Northlands activities, each of the three surveys were carefully analyzed, and the parking demands for each of the events were disaggregated from the overall observed parking demand.

A summary of the individual Northlands events which were surveyed is contained in Table 4.1. This table indicates the category of the event (i.e. Coliseum, Agricom, Track) as well as the observed and average attendance for these events. For each of these events, a parking demand profile was developed which illustrates the distribution of parking demand between 11:00AM and 11:00PM for an average event. These parking demand profiles are illustrated in Figures 4.1 (thoroughbred racing), 4.2 (harness racing), 4.3 (hockey game) and 4.4 (concert and Agricom).

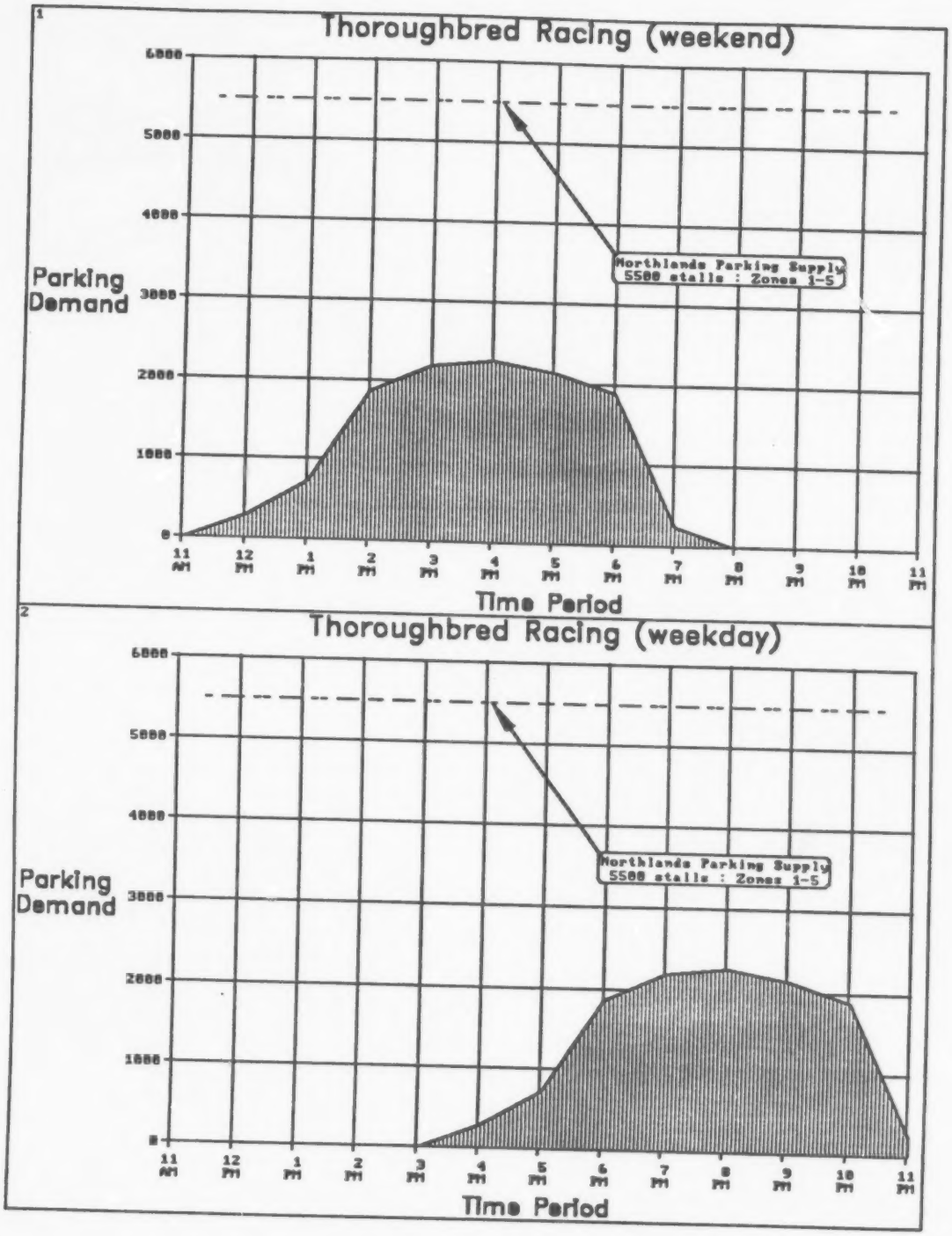

1
Thoroughbred Racing (weekend)
6000
5000
4000
3000
2000
1000
0
Parking Demand
Northlands Parking Supply
5500 stalls : Zones 1-5
11 AM
12 PM
1 PM
2 PM
3 PM
4 PM
5 PM
6 PM
7 PM
8 PM
9 PM
10 PM
11 PM
Time Period
2
Thoroughbred Racing (weekday)
6000
5000
4000
3000
2000
1000
0
Parking Demand
Northlands Parking Supply
5500 stalls : Zones 1-5
11 AM
12 PM
1 PM
2 PM
3 PM
4 PM
5 PM
6 PM
7 PM
8 PM
9 PM
10 PM
11 PM
Time Period

Figure 4.1

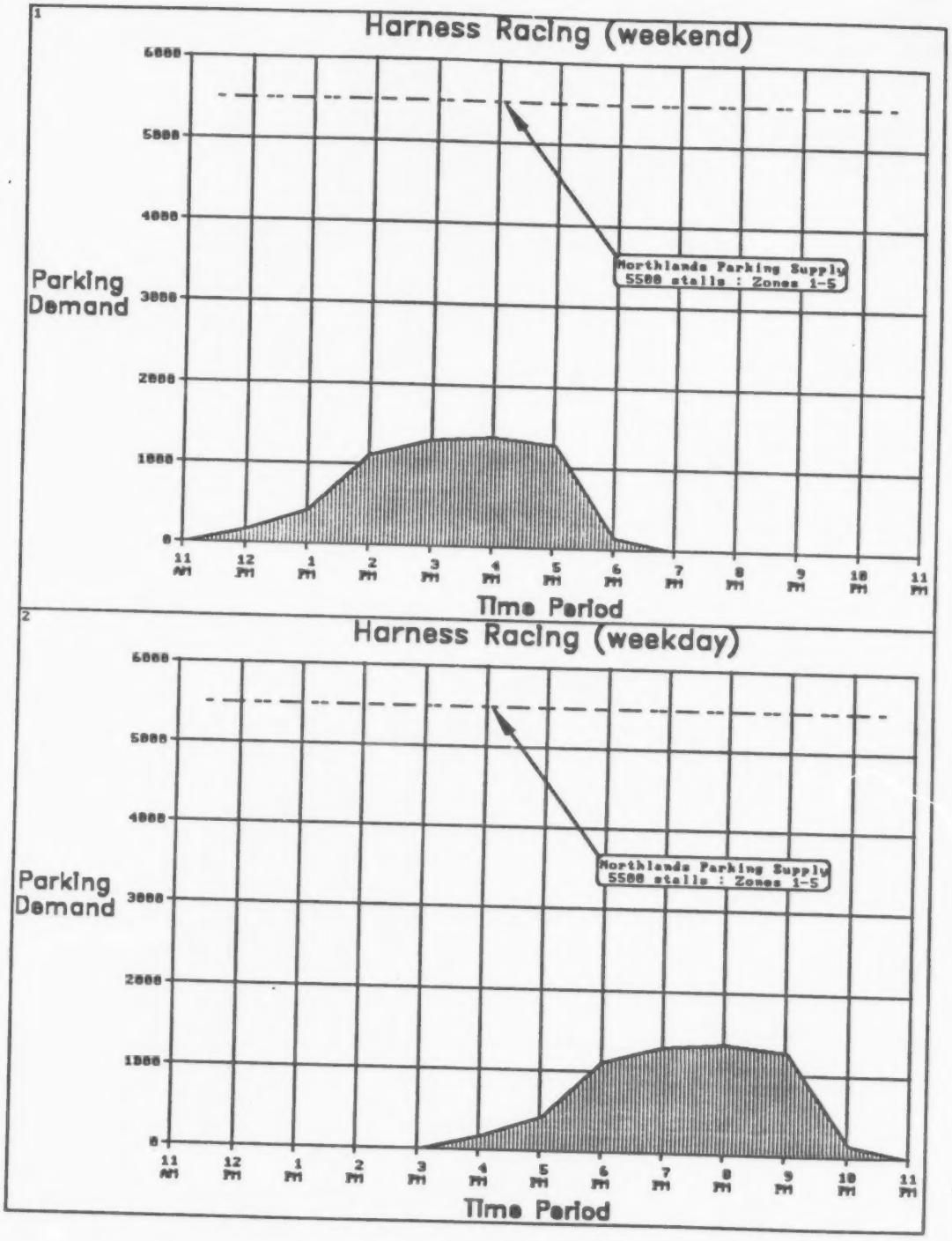

1
Harness Racing (weekend)
6000
5000
4000
3000
2000
1000
0
Parking Demand
Northlands Parking Supply
5500 stalls : Zones 1-5
11 AM
12 PM
1 PM
2 PM
3 PM
4 PM
5 PM
6 PM
7 PM
8 PM
9 PM
10 PM
11 PM
Time Period
2
Harness Racing (weekday)
6000
5000
4000
3000
2000
1000
0
Parking Demand
Northlands Parking Supply
5500 stalls : Zones 1-5
11 AM
12 PM
1 PM
2 PM
3 PM
4 PM
5 PM
6 PM
7 PM
8 PM
9 PM
10 PM
11 PM
Time Period

Figure 4.2

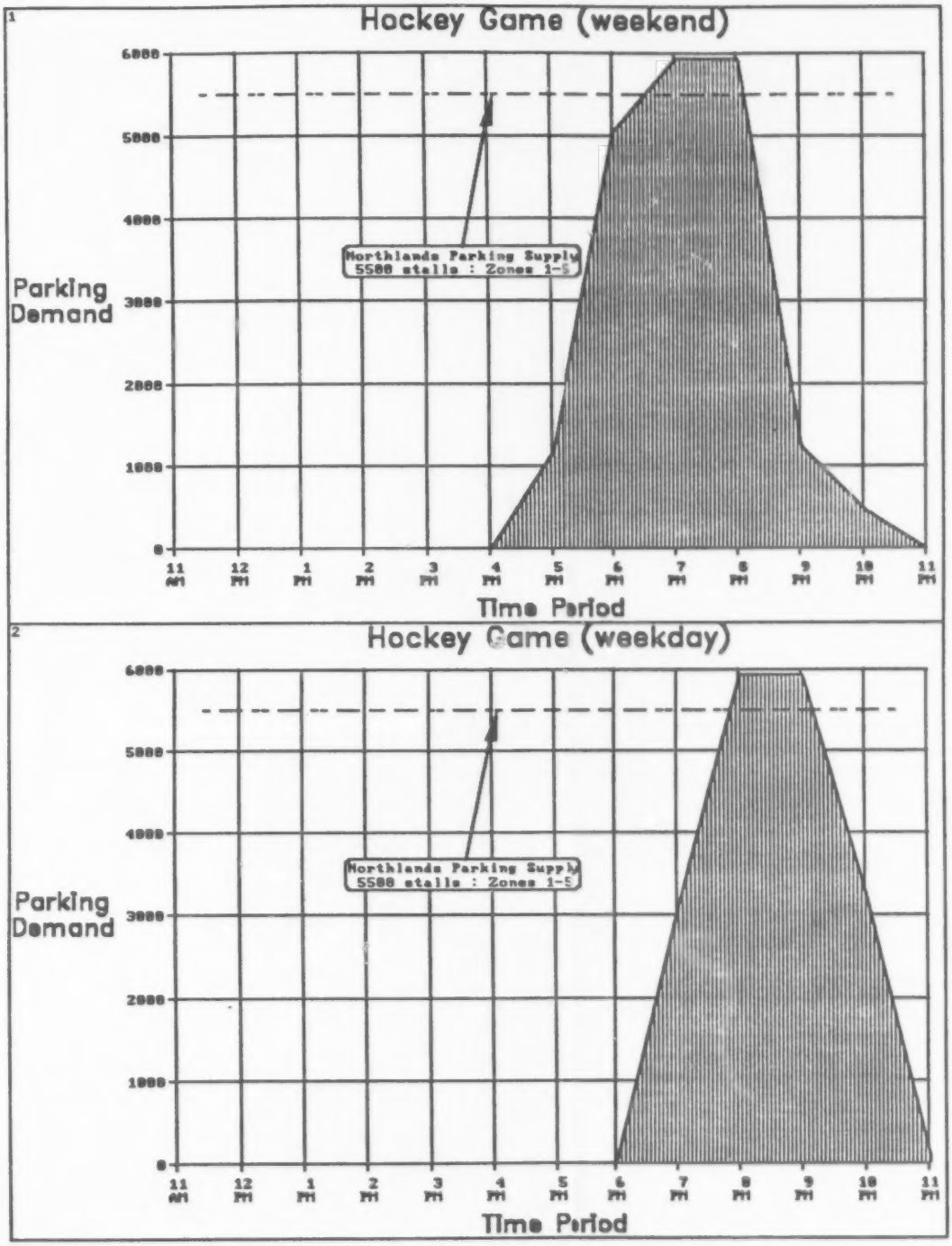

1
Hockey Game (weekend)
6000
5000
4000
3000
2000
1000
0
Parking Demand
Northlands Parking Supply
5500 stalls : Zones 1-5
11 AM
12 PM
1 PM
2 PM
3 PM
4 PM
5 PM
6 PM
7 PM
8 PM
9 PM
10 PM
11 PM
Time Period
2
Hockey Game (weekday)
6000
5000
4000
3000
2000
1000
0
Parking Demand
Northlands Parking Supply
5500 stalls : Zones 1-5
11 AM
12 PM
1 PM
2 PM
3 PM
4 PM
5 PM
6 PM
7 PM
8 PM
9 PM
10 PM
11 PM
Time Period

Figure 4.3

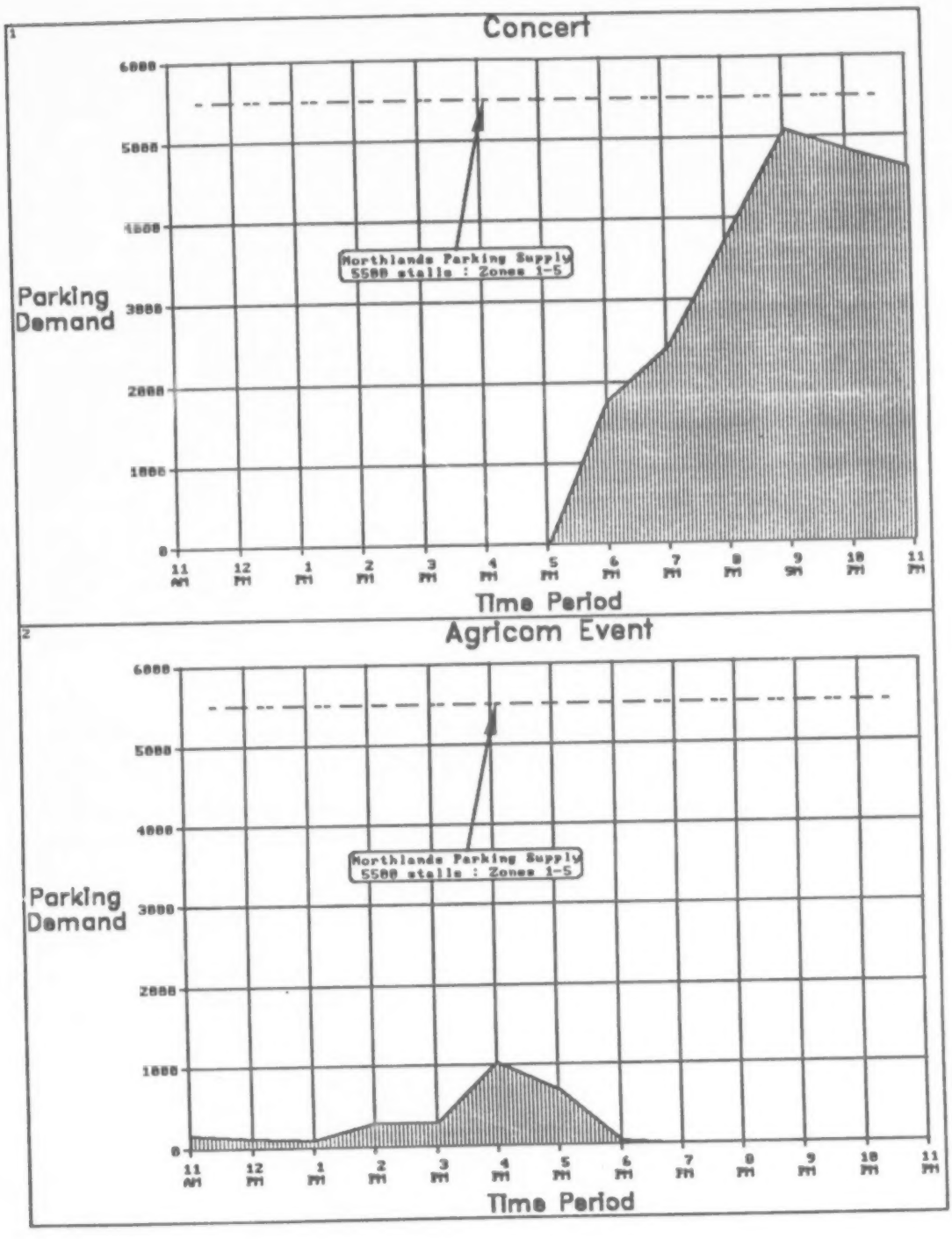

Concert
6000
5000
4000
3000
2000
1000
0
Parking Demand
Northlands Parking Supply
5500 stalls : Zones 1-5
11 AM
12 PM
1 PM
2 PM
3 PM
4 PM
5 PM
6 PM
7 PM
8 PM
9 PM
10 PM
11 PM
Time Period
Agricom Event
6000
5000
4000
3000
2000
1000
0
Parking Demand
Northlands Parking Supply
5500 stalls : Zones 1-5
11 AM
12 PM
1 PM
2 PM
3 PM
4 PM
5 PM
6 PM
7 PM
8 PM
9 PM
10 PM
11 PM
Time Period

Figure 4.4

Table 4.1

Surveyed Event Summary

Event Category	Actual Event	Observed Attendance	Average Attendance	Survey Date
Track	Thoroughbred Racing	5,700	5,000	August 31
Track	Harness Racing	3,650	3,000	October 18
Track	Harness Racing	2,400	3,000	November 8
Coliseum	Concert	17,300	varies	October 18
Coliseum	Hockey Game	17,500	17,500	November 8
Agricom	Farm Fair	*9,000	varies	November 8

* The Farm Fair attendance is based upon our discussions with Northlands staff. However, a review of typical attendance figures for other events indicates that this estimate may be high.

Thoroughbred racing: The event profile for thoroughbred racing indicates that parking demand peaks at about 2,280 vehicles for a duration of about four hours. On weekdays, parking demand peaks in the evening between 6:00PM and 10:00PM whereas on weekends, demand peaks in the afternoon between 2:00PM and 6:00PM.

Harness racing: The profile for harness racing is very similar to that of horse racing except both the peak and the duration of the peak are less. The peak parking demand is approximately 1,300 vehicles for a duration of about three hours.

Hockey game: Hockey games result in an extremely high parking demand for a relatively short period of time. The event profile for hockey games indicate that the peak demand of about 6,000 vehicles occurs for a period of between two and two-and-a half hours. It should be noted that the peak demand exceeds the available supply of Northlands designated parking (5500 stalls) by about 500 vehicles.

Concert: The profile for a sold-out concert is similar to that of a hockey game in that the peak demand occurs for a relatively short time in the evening. The duration of the Stevie Wonder concert, in that is started late and ended after midnight, is unusual compared to average concerts. It should also be noted that not all concerts are sold-out as was the case for this survey.

Agricom: The event profile for the Farm Fair in the Agricom showed a peak parking demand around 4:00PM of about 1,000 vehicles. The profile of the Farm Fair was difficult to determine due to the fact that harness-racing and the hockey game took place on the same day. It is likely a number of the patrons of the Farm Fair also attended either the harness racing and the hockey game, and would thus be illustrated under the event profiles for these events.

Background Activities: In addition to the above-noted events, on-going activities such as wrestling, curling, minor league hockey games, and the Silver Slipper saloon, were also taking place during the days of the survey. The parking demand profile associated with these activities is illustrated in Figure 4.5. This profile applies only to weekends since the surveys were conducted on weekends. The profile indicates that parking activity during these events peaks at about 600 vehicles during the early afternoon. Another slight peak occurs in the late evening as a result of activities in the Silver Slipper

In summary, based upon the survey, the highest demand for parking occurs during events held in the Coliseum. When the Coliseum is sold-out, such as during a hockey game, the parking demand for the Coliseum event alone is in the order of 6,000 vehicles. For all other major events, the parking demand ranges between 1,000 and 2,300 vehicles.

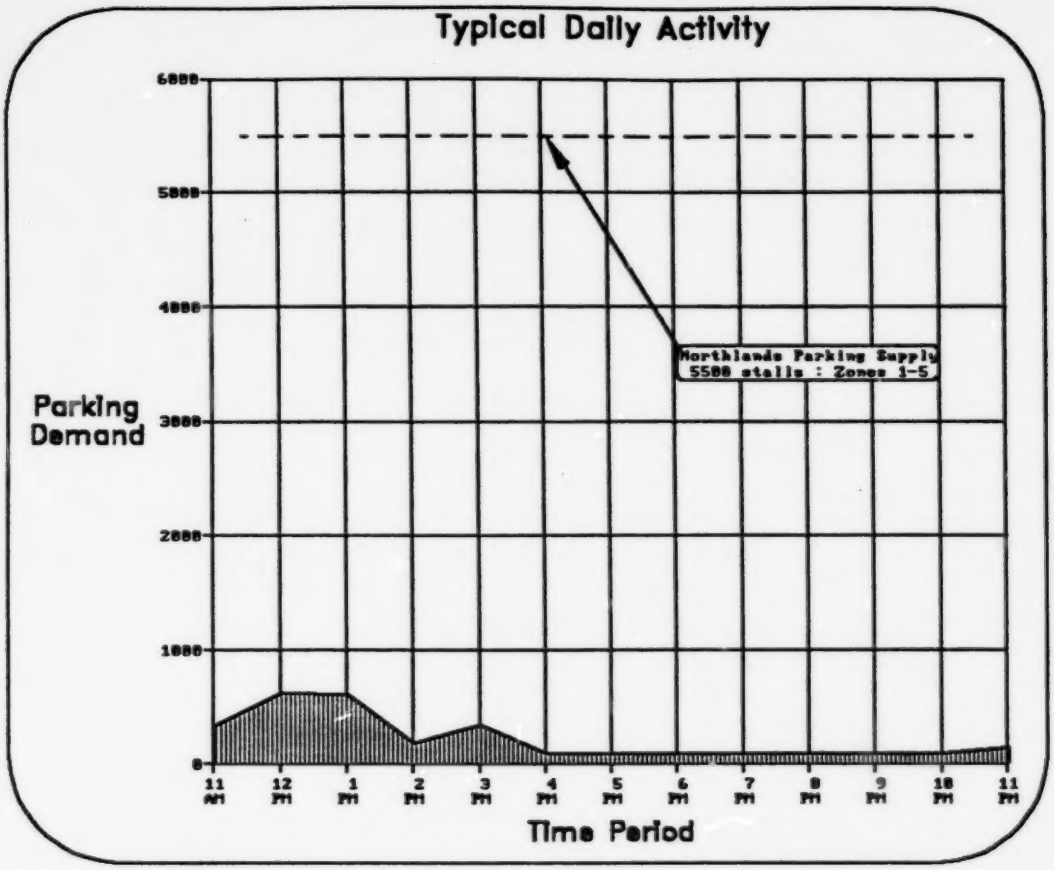

Typical Daily Activity
6000
5000
4000
3000
2000
1000
0
Parking Demand
Northlands Parking Supply
5500 stalls : Zones 1-5
11 AM
12 PM
1 PM
2 PM
3 PM
4 PM
5 PM
6 PM
7 PM
8 PM
9 PM
10 PM
11 PM
Time Period

Figure 4.5

4.2 PARKING DEMAND SCENARIOS

Using the individual event profiles discussed above, it is possible to assess the parking demand for events which are held simultaneously by simply superimposing the appropriate individual event profiles. Typical events which are held simultaneously include; a hockey game and harness racing, a concert and thoroughbred racing, or an Agricom event and harness racing. A summary of the 1987 Northlands events schedule is contained in Table 4.2. This table summarizes the events which are to be held at Northlands in 1987 as they are currently scheduled. This table does not include Klondike Days nor special events scheduled for December as they were unavailable at this time.

As indicated by this table, approximately 218 regularly scheduled events are expected, in conjunction with 117 event days of annual major shows which are scheduled for the Agricom. In addition, a number of other special events are scheduled such as the Watchtower Convention and the Thailand Trade Show. A number of these events are held simultaneously.

In terms of daily activity, approximately 251 days each year, or 69% of the year, have an event of one kind or other scheduled. In terms of simultaneous events, the following breakdown of events is estimated:

Single Event Days

Thoroughbred Racing	48
Harness Racing	38
Agricom	49
Coliseum	22
Sub-Total:	157

Simultaneous Event Days

Thoroughbred Racing/Agricom	19	
Harness Racing/Agricom	32	
Harness Racing/Coliseum	15	(10)
Agricom/Coliseum	15	(7)
Harness Racing/Agricom/Coliseum	13	(6)
Sub-Total:	94	

NOTE: Numbers in brackets indicate racing and Coliseum events which occur on weekdays.

The above event distribution is based upon the 1987 Northlands schedule for January through September and December, and the 1986 schedule for October and November. A total of 13 home hockey playoff games have also been assumed, with the majority occurring on weekdays.

This event distribution does not include Klondike Days, during which time ten thoroughbred race days occur.

Ten concerts are assumed to be held at the Coliseum during the year.

It should be noted that a Coliseum event is defined as an event which is expected to fill most of the Coliseum, such as a hockey game or a popular concert. Other events which use the Coliseum for some shows, such as World of Wheels, are classified as Agricom events.

As indicated above, approximately 94 days have simultaneous events with over half of these being a race track event in combination with an Agricom event.

Using these results the following conclusions can be made.

The worst-case scenario in terms of parking demand, with the exception of Klondike Days, would occur on a weekday with; a sold-out Coliseum event, racing, and a major evening Agricom event. It is estimated that such an event day would occur, at maximum, only six times in a year. The parking demand for such an event day is estimated to be in the order of 9,500 vehicles of which 6,000 are

TABLE 4.2

1987 Northlands Events Schedule

Regular Events	Event Days
Harness Racing	95
Thoroughbred Racing (b)	67
Hockey Games (a)	56
Sub-Total:	218
Major Shows (b)	
Western Canadian Figure Skating	4
Ice Capades	5
Travel '87	3
Alberta Spring Gift Show	4
RV Show	3
Auto Show	5
Sportsmans Show	5
Labatt Brier	8
Northlands Western	4
Horse Show	3
Home and Garden Show	5
Viva '87	5
Alberta Cup	4
Dog Show	3
ESP Fair	3
Acklands	2
Trade Show	2
Shrine Circus	2
Int. Can. Petroleum Exhibition	3
ADIL Trade Show	3
4-H Beef	2
Alberta Fall Gift Show	4
Hunting and Fishing Show	4
Home Show	6
Edm. Kennel Club Dog Show	3
Farm Fair '87	12
Concerts (estimated)	10
Sub-Total:	117
TOTAL:	**335**

(a) including 13 playoff games (est.)
(b)excluding Klondike Days (10 days)

generated by the Coliseum, about 1,300 by the race track, and 2,200 by the Agricom. An example would be the 1987 Edmonton Sports Show. On Friday, March 6, 1987, the Northlands scheduled events include a hockey game, harness racing and the sports show, with the attendance for the latter event estimated around 6,500.

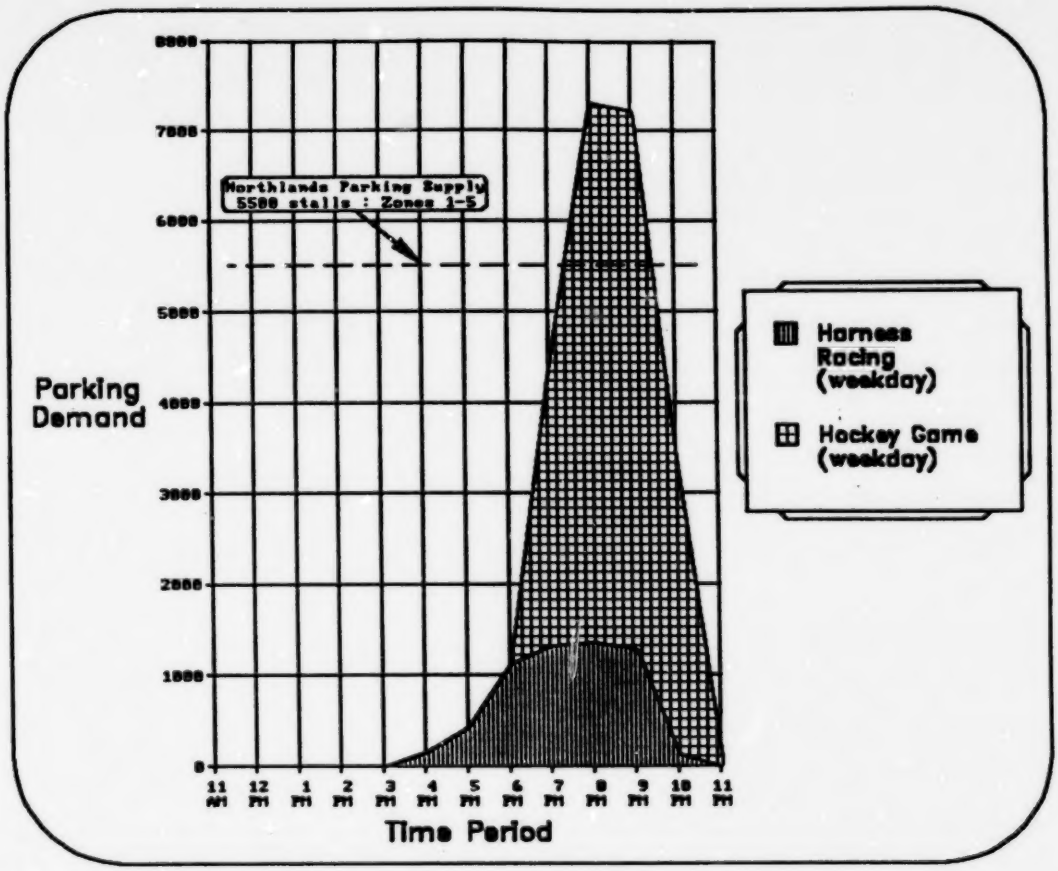
The next worst-case scenario involves a weekday sold-out Coliseum event and a racing event. The parking demand for such an event day is in the order of 7,300 vehicles, and is estimated to occur about ten times a year. Figures 4.6 and 4.7 illustrate the expected parking profiles of such events.

On the weekend, a worst case scenario based on the parking profiles, is an Agricom event, sold-out Coliseum event, and racing. Such an event day is expected to occur approximately seven times a year. The parking demand profile for these events, including typical daily activities, is illustrated in Figure 4.8. The parking demand for this scenario is estimated at around 6,000 vehicles, similar to that of a single sold-out Coliseum event, since the peak for the Coliseum event occurs after the peak for the other events.

Finally, Figure 4.9 illustrates the parking demand profile for a typical weekend with just an Agricom event and a racing event. The parking demand for such an event day would be in the order of 2,300 to 3,800 vehicles, depending on the popularity of the Agricom event.

4.3 PARKING IMPACTS

As mentioned in Section 3, the residential area parking impacts are dependent upon the location and type of Northlands activity. In theory, residential areas should experience a spillover of traffic from Northlands only if the parking demand exceeded the parking supply. The supply of Northlands designated parking stalls is approximately 5,500 stalls distributed throughout the study area. Including all of the off-street private lots, such as the Forum Inn and the Impark lot, the number of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Northlands Parking Supply
5500 stalls : Zones 1-5
Parking Demand
11 AM
12 PM
1 PM
2 PM
3 PM
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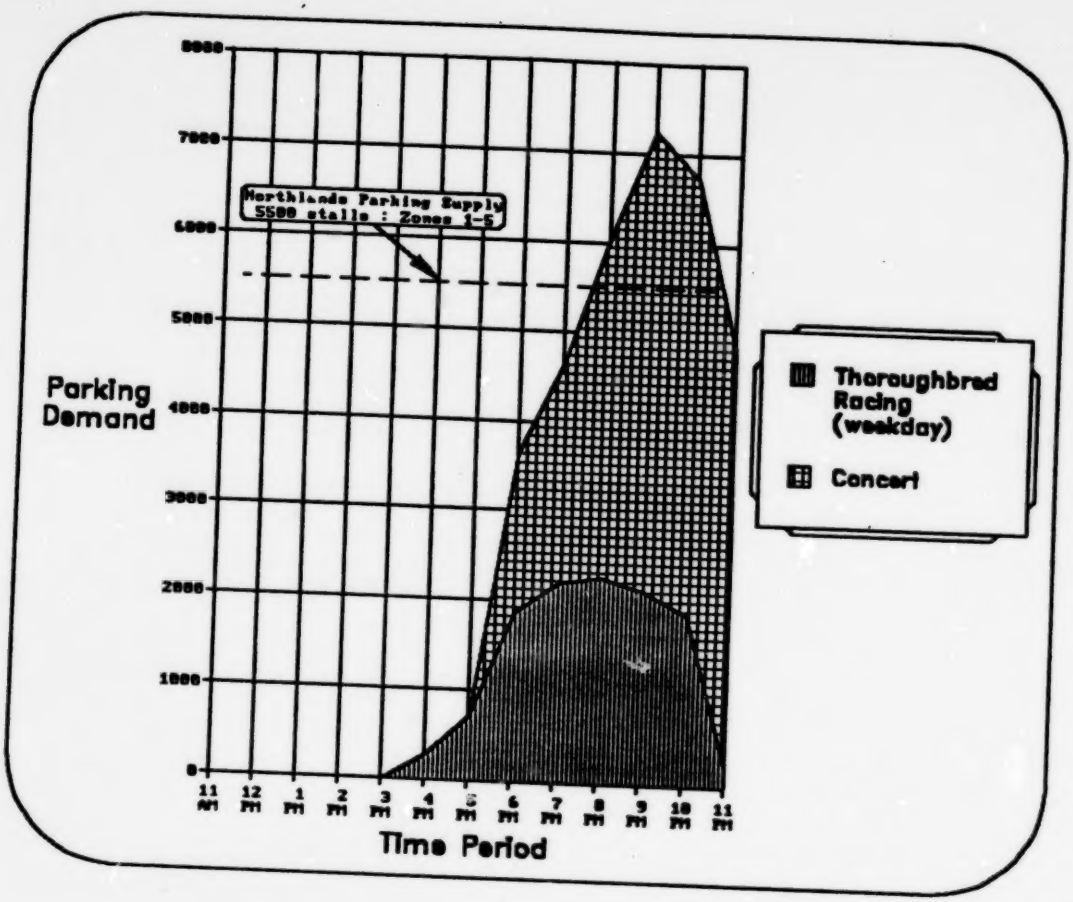
7 PM
8 PM
9 PM
10 PM
11 PM
Time Period
Harness Racing (weekday)
Hockey Game (weekday)

Figure 4.6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Northlands Parking Supply
5500 stalls : Zones 1-5
Parking
Demand
11 AM
12 PM
1 PM
2 PM
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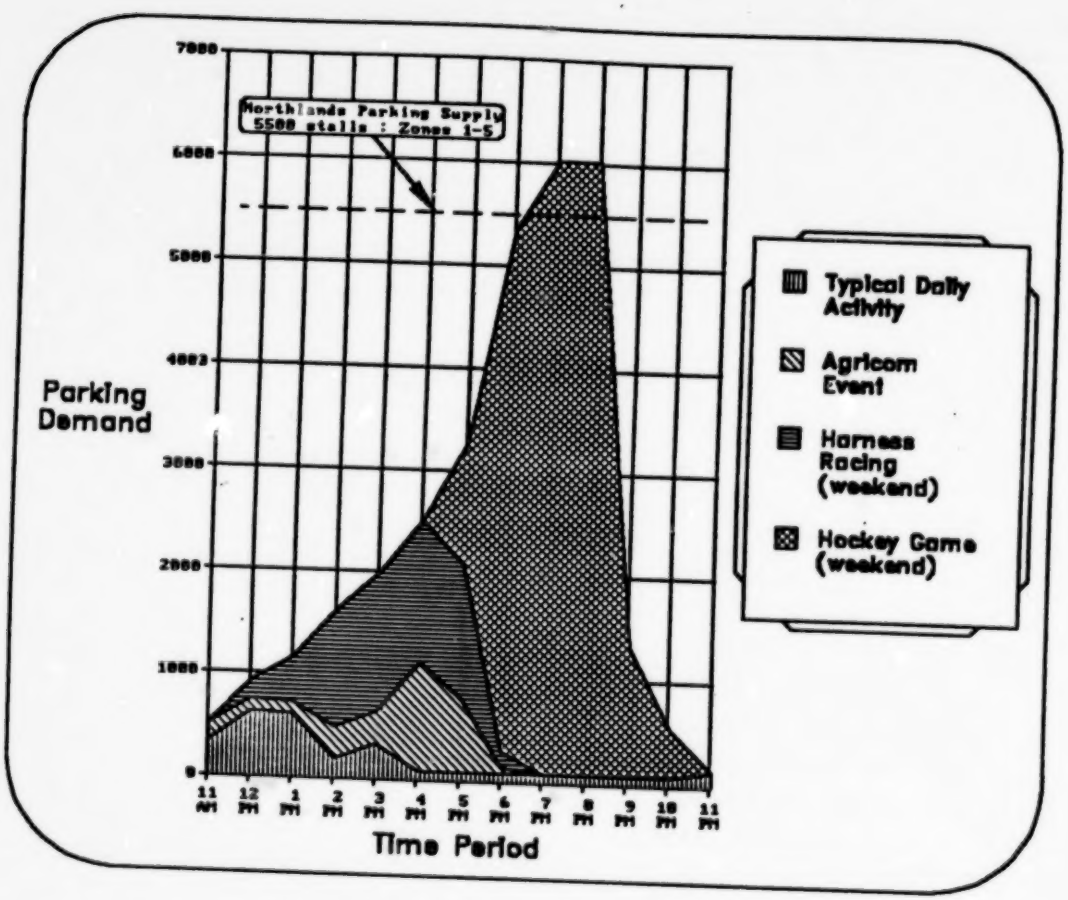
9 PM
10 PM
11 PM
Time Period
Thoroughbred Racing (weekday)
Concert

Figure 4.7


Northlands Parking Supply
5500 stalls : Zones 1-5
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Parking Demand
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4 PM
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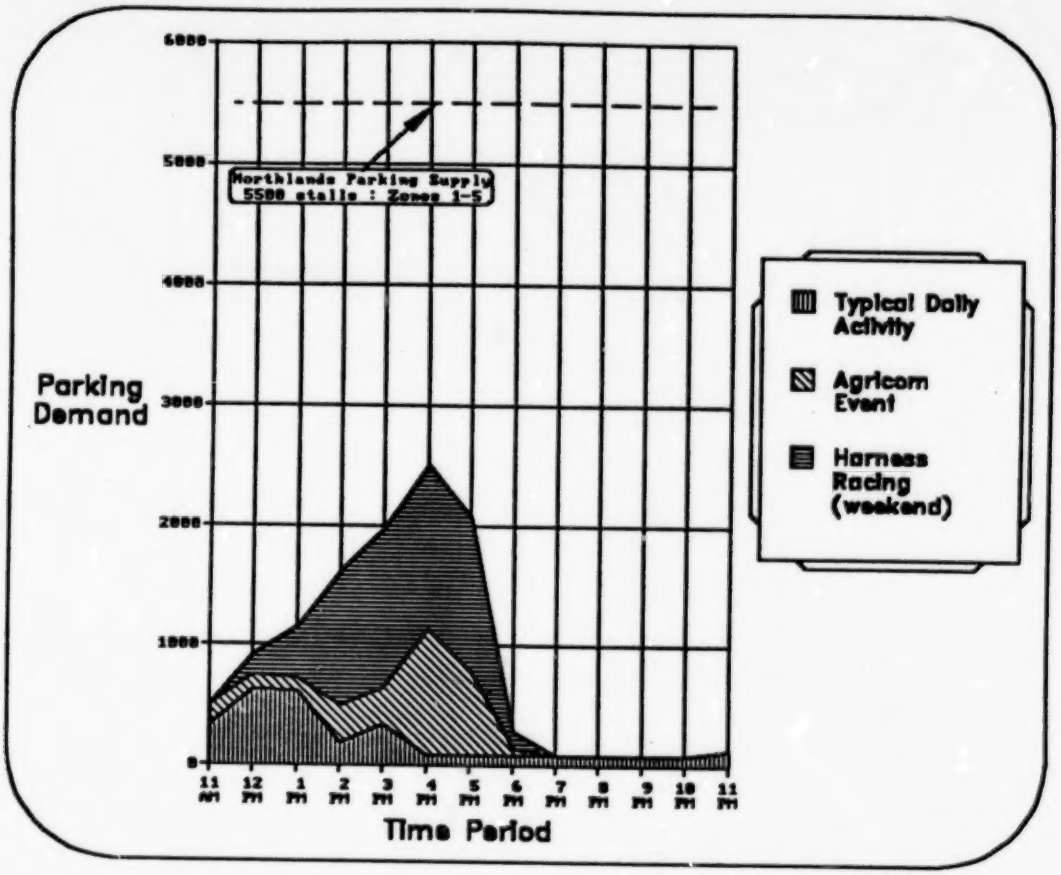
10 PM
11 PM
Time Period
Typical Daily Activity
Agricom Event
Harness Racing (weekend)
Hockey Game (weekend)

Figure 4.8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Parking Demand
Northlands Parking Supply
5500 stalls : Zones 1-5
Typical Daily Activity
Agricom Event
Harness Racing (weekend)
11 AM
12 PM
1 PM
2 PM
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9 PM
10 PM
11 PM
Time Period

Figure 4.9

off-street stalls available in the study area increases to around 8,500 stalls, although a number of these, such as Concordia or the Legion, would not likely be used. The results of the survey indicate that one of the most important factors in determining the location of parking, is the distance to the event. People naturally want to park as close as possible to the event being held, and if possible, not pay to park there. This is illustrated by the fact that during a Coliseum event, very few people choose to park in the Borden Park East and West lots likely due to the distance from the Coliseum. People prefer to park on residential roadways and off-street private lots closer to the Coliseum.

The small residential area bounded by Capilano Drive and Northlands is impacted by every activity held at Northlands, which means the residents experience Northlands parking impacts for about 250 days out of the year. For the most part, this is a result of patrons of the racetrack due to the proximity of the area to the racetrack. Although the area is currently zoned as "*2 hour parking only except residents with permit*", the relatively limited duration of racing events makes it difficult to enforce.

A sold-out Coliseum event has an associated parking demand of approximately 6,000 vehicles. The supply of off-street parking stalls, both Northlands and private lots, in the area bounded by 68 Street, 83 Street, 121 Avenue and Borden Park Road which is within relatively close walking distance to the Coliseum, is approximately 6,250 stalls. This figure does not include the stalls provided in the Borden Park lots. Therefore, assuming full utilization of the off-street lots, the supply of parking in the vicinity of the Coliseum is just enough to accommodate the demand. The surveys indicate that approximately 1,000 vehicles chose to park on-street due to the availability of such stalls in areas which are closer to the Coliseum than some of the off-street lots. For example, the Northlands Main Lot (Zone 1) had a spare capacity of approximately 590 stalls during the hockey game, with the majority of these stalls were in the far south end of the lot.

A joint use scenario, such as a hockey game, racing, and an Agricom event has an estimated parking supply of 7,500 off-street stalls. This figure includes the off-

street lots described above plus the Borden Park lots. For a joint use activity such as a hockey game and racing event, the parking demand is estimated to be about 7,200 vehicles which indicates that, assuming full utilization of the off-street lots, there is sufficient parking supply to meet the estimated demand. For the worst-case joint-use scenario (Coliseum, racing, and Agricom event) where the demand is estimated to be 9,500 vehicles, the demand exceeds the supply of off-street lots by about 2,000 vehicles.

Based upon the parking demand scenarios and associated parking impacts described above, a set of parking control options can be developed for the study area. The following section examines the advantages and disadvantages of a variety of parking control options.

4.4 ON-STREET PARKING CONTROL OPTIONS

Any parking control options should be specifically targeted at reducing the on-street parking impacts of Northlands activities in adjacent residential areas. The available options fall into four general categories as follows:

- Education and information
- Enforcement of existing regulations
- Establishment and enforcement of alternate regulations.
- A combination of the above.

These options are oriented to address the issue of on-street parking. Section 4.6 will address the overall supply of parking.

4.4.1 Education and Information

The focus of this option would be an information campaign to promote the use of public transportation, increased vehicle occupancies, and location of available off-street parking. As well, information could be provided to identify parking lot locations, and their respective fees. Such a program would have to be scheduled for each event identified as a major event, and would involve an extensive media campaign. The implications would be:

- o more information for the public as to the location of parking for Northlands events,
- o based upon past experience, it is unlikely that any significant impacts upon use of on-street parking would result,
- o this option could only be implemented as part of a more comprehensive system of controls.

This option is not recommended to be a complete solution. It may have a role to play as part of an overall strategy, which could include enforcement elements.

4.4.2 Enforcement of Existing Regulations

In a number of areas surrounding Northlands, the City has already instituted neighborhood parking controls (see Figure 2.4). They were implemented between 1979 and 1981. The controls consist of stickers, provided to residents, which allow them unlimited use of on-street parking; and time limited parking, generally 2 hour maximum, for any vehicle not equipped with a sticker. Comparison of the areas covered by this plan and Figures 3.1 to 3.11, which illustrate those areas impacted by Northlands activities, reveals that a neighborhood strategy has already been developed to restrict the usage of on-street parking spaces.

From the surveys, the following events generate on-street parking demands:

Event	Time Period	On-Street Average Parking Demand (vehicles)	Location
Horse Races	Early Evening - weekdays Mid-Afternoon - weekends	200 - 300	North Victoria Park, West Bellevue, Southeast Cromdale
Agricom Event (average attendance)	Early Evening - weekdays, Mid-Afternoon - weekends	50 - 100	West Bellevue, Southeast Cromdale
Coliseum	Early Evening	800 - 1000	Northeast Cromdale, East Eastwood, West Santa Rosa North and West Bellevue
Silver Slipper*	Evening	N/A	
Sportex*	Event-based	N/A	

* These venues not surveyed. However, crowd sizes are small in comparison to those that were surveyed. It is estimated that virtually 100% of the vehicles park in the Northlands main lot (Zone 1).

The community areas referenced above are illustrated in Figure 4.10.

The on-street parking demands described above are for typical event days. However, when three major events are held simultaneously, the on-street demand by event will be higher.

Under a worst case scenario, it is anticipated that up to 2,000 cars could be parked on streets surrounding Northlands (weekday Coliseum event, racing and major Agricom event).

IMC

Edmonton Northlands
Parking Management Study

Figure 4.10
COMMUNITY AREAS

From the survey results, it is apparent the duration of Northlands generated parking is greater than the two hour maximum allowed under current regulations. The consistency of the results over more than one survey would suggest that enforcement of the parking restrictions is lacking. It is obvious that the people parking on-street do not perceive that the probability of their being ticketed is very high.

This option would simply involve having the regulations stringently enforced. If there is a problem with the allocation of police resources to carry this out, the City could explore the use of other civic personnel, or even some other agency or group. There could be an information campaign initially to warn people of the increased enforcement. The implications would be:

- Northlands traffic presently using on-street parking, would be forced to find alternative locations. The choice would be to use nearby off-street facilities or to park on streets that are not presently included within the neighbourhood parking control area.

- Areas likely to be impacted include parts of Bellevue, east of Capilano Drive, South Victoria Park, Santa Rosa, Cromdale, and Eastwood. As a result, more people will be directly impacted by parking regulations and restrictions,

- a blanket enforcement of any activities impacting residential streets could result in negative reactions from residents, as it has already been shown that the effects are dependent upon the event and its location. Residents around the Coliseum are unaffected by racing events, while those residents south of Northlands are unaffected by Coliseum activity.

- enforcement will involve the use of possibly scarce police resources, which will have associated impacts upon their budgets.

This alternative is the most simple from an implementation perspective. It would clear up the on-street problem in those areas that are presently controlled. To facilitate resident visitor parking, the City could issue a visitor sticker to each household, which would be valid at all times when located on a vehicle's windshield. This option option has been implemented in Vancouver with mixed success. Some people sell their sticker, while others attempt to obtain more than their allotment to use for re-sale. Another possible impact would be that the City would have to

expand the number of areas covered by a neighbourhood control strategy, which would then result in increased enforcement costs associated with the larger areas to monitor.

4.4.3 Enforcement of Existing Regulations With More Time Restrictions

This is the same as the previous alternative, except that the City would impose more restrictions in terms of time allowed for vehicles without stickers to be parked on the streets. The maximum time allowed could be reduced to one hour or eliminated altogether. Both of these options would have significant impacts upon residents. The advantage of them would be that they would be easier to enforce. However people visiting friends in the neighbourhoods would have significantly reduced flexibility. These options would have to be reviewed with people living on each street to be considered.

4.4.4 Establishment of Special Event Parking Regulations

With this option, regulations, similar to those in effect for major events at Commonwealth Stadium, would be developed to control special events parking at Northlands. Under this type of scenario there would be no general parking restrictions in areas surrounding Northlands. However during pre-defined special events, parking regulations affecting on-street parking would be invoked. Such regulations could ban parking entirely for a set period of time prior to the event or restrict it to some short time period (ie. one hour) for the duration of the event. Examples could include:

4.4.4.1 Horse Racing

There are two options that could be considered; parking restrictions that would be set in accordance with the timing of the races, or full parking bans in those areas impacted by Northlands racing patrons. An example of the first scheme would be that during evening racing events, a one hour parking limit would be enforced

between 17:00 and 20:00; while for afternoon events, one hour parking would be enforced between 13:00 and 16:00. The second plan is self-explanatory, in that all on-street parking would be banned except for those vehicles with stickers. The areas to be included in this ban would be all lands east of 82 Street and the CNR tracks, south of 116 Avenue, west of Capilano Freeway, and north of 110 Avenue. The first option outlined offers the maximum flexibility. However it would likely be unworkable, in that it would be very difficult and expensive to continually inform the public of the changing time restrictions. The full parking ban would be much more simple to enforce and understand.

4.4.4.2 Coliseum Events

Because of the crowd sizes for Coliseum events, the impacts on surrounding residential areas is much larger. Based upon the survey results, the area of influence includes lands east of 82 Street, south of 121 Street, west of 67 Street, and north of 114 Street. Supplementary visual monitoring suggests that several streets to north of 121 Street are impacted during sold out events. Within this area, a one hour parking restriction could be enforced between 17:00 and 21:00. The City and Northlands would have to agree on the definition of a major event at Northlands. A mechanism would have to be implemented to inform visitors that the parking restrictions are in effect.

4.4.4.3 Combined Events

The previous types of control strategies, if properly enforced on an on-going basis, would remove Northlands vehicles from the residential streets. However as was illustrated, the restrictions have been set up for individual events. There are a number of event days during the year when there are events scheduled for two or three different buildings within the Northlands site. For this situation there could be overflow parking demands that are not timed to coincide with the single event times. This would require the establishment of a Northlands Control Area, which could be controlled for a time period to be defined based upon the scheduled events. The control strategy would be virtually the same as is presently in place.

However a complete parking ban could be imposed, or a one to two hour maximum limit could be provided.

As has been presented, there could be up to three different control strategies put in place depending upon the events scheduled on the site. Presentation of this to the public in a manner that could be easily understood, and enforced in a equitable manner, would be very difficult. An extensive information campaign would have to precede each event for which the regulations would have to be enforced. The feasibility of this plan would be enhanced if a common set of events could be included which would automatically call for invoking the regulations. However if it is desired to restrict on-street parking associated with any Northlands activity, it becomes very difficult.

4.4.5 Evaluation

Each of the proposals discussed has its own set of advantages and disadvantages. The following presents a brief evaluation of each.

The alternative of an independent information campaign to encourage motorists to alter their travel habits is considered unworkable. There is no evidence to suggest that any significant modification of driver behavior could be achieved.

Enforcement of existing regulations would be the most simple to implement. They are easy for the public to understand, and easy to enforce. It also provides law enforcement officials with flexibility to adapt their monitoring strategies to the events taking place on the site. The regulations could be enhanced to allow the offending vehicles to be towed away at the owner's expense. The major negative impact is upon residents of the areas, as they are being somewhat inconvenienced in terms of scheduling arrival and parking for their own visitors. However at present these regulations do not appear to be functioning properly, and it is assumed that this situation has developed as a result of a lack of enforcement. Therefore for this

plan to be successful, it is imperative that an aggressive and on-going schedule of enforcement be implemented.

Further restriction of the amount of time permitted for non-resident on-street parking will make enforcement easier. The residents will have to be consulted prior to any such changes being approved.

Implementing special event parking regulations would provide direct parking control to an area of the community depending upon the schedule of events on the Northlands site. It would permit the removal of restrictions from on-street parking for all other periods of the day. However implementation of a system covering single and multiple events on the Northlands site would be very difficult. Such a proposal would have to be reviewed with the residents that would be directly affected prior to any decisions to implement.

4.4.6 Implementation

Any proposal to modify the existing on-street parking regulations within the areas surrounding Northlands can be accomplished if more than 50% of the residents along the streets for which the changes are proposed, are in favour. It is therefore important that any proposals involve the residents themselves. Neighbourhood traffic and parking control strategies are generally implemented in response to problems identified by the residents. The solutions chosen are selected only after discussions with the residents to ensure that they understand the benefits that will be achieved, as well as any negative impacts that may result.

4.5 BORDEN PARK

Borden Park is located immediately south of Northlands. In addition to normal City park facilities, the site also includes a swimming pool and tennis courts. There are two large parking areas consisting of more than 1200 parking stalls. The parking areas are available for use by people visiting Northlands and/or the park itself.

During specified events, (i.e. those Northlands anticipates people would use these two lots) gates are set up at both lots and people are charged the standard $2.00 rate. However, the agreement between the City and Northlands states that park users are to be allowed free access to these parking areas at all times. The problem in terms of policy implementation is that when charge parking is in effect, park visitors are not informed that they are not required to pay for parking.

The Borden Park Residents Association has expressed the following concerns:

- The lack of proper information dissemination is making Borden Park less attractive as visitors do not like paying for parking.

- In order to avoid paying, park visitors utilize residential streets immediately east and south of the park to the detriment of the residents themselves.

- The demand for parking at these two lots by Northlands visitors is such that park visitors cannot find a place to park and must therefore utilize residential streets.

One of the objectives of the August survey was to obtain information regarding utilization of these two lots by Northlands and Park visitors. During the survey, horse racing was the only event at Northlands. There were no special activities occurring at the park, but the swimming pool was open. Weather conditions were sunny but the temperatures were cool.

The following summarizes the parking demands, supply and demand distribution for these two lots.

Peak Parking Demands at Borden Park Lots
(from August 31, 1986 Survey)

	Demand	Supply	D/S Ratio	Park Visitors	Northlands Visitors
East Lot	116	300	0.39	58	58
West Lot	267	940	0.28	70	197
	383	1240	0.31	128	255

From this information, it would appear that there is no problem in terms of capacity of parking between the two lots. The attendance at the races was reported to be over 5,600 which is above the average. Therefore, it is reasonable to assume the parking demands monitored during the survey reasonably reflect the maximum Northlands demand for parking in these two lots. This indicates that 950 - 1000 stalls are available to people visiting the park itself.

Observations on other weekend days suggest that a problem does exist in terms of distribution of demand. It appears that the first choice of people is to park on the east lot, which is paved, and closer to both the Northlands entrance and the park's activity centres. People would crowd into this lot even though spaces were available at the west lot. There appear to be three problems: the desire of the Resident's Association to control or eliminate use of these lots by Northlands visitors; the need to inform people as to parking regulations; and the need to redistribute some of the demand between the two lots.

The following is a discussion of potential TSM options that could be implemented.

4.5.1 Provide Signs Defining Parking Policies and Charges

Under this concept signs would be posted at the entrances to the two lots outlining who must pay, and the charges. The implications of this alternative would be:

- o park visitors would no longer be confused as to the need to pay,
- o Northlands visitors may abuse the system by identifying themselves as park visitors, to save the parking charges,
- o more Northlands visitors may be encouraged to park in these lots, rather than on the Northlands lot in order to say the parking charges,
- o the end result could be less parking stalls available for park visitors, as the afternoon racing events generally start before the major influx of park visitors,
- o strict enforcement would be required. This would have cost implications as additional personnel would be required.

The conclusion is that this alternative would likely have more negative impacts upon park accessibility than the situation that presently exists.

4.5.2 Establish Northlands Area in West Lot

A portion of the west lot would be designated as Northlands Only Parking. Northlands visitors would be restricted to using this particular area only, or to parking on-site. The number of stalls to be designated for Northlands use would be determined on the basis of the average usage of the two lots during an afternoon thoroughbred racing event. This would then free the entire east lot and the remaining portion of the west lot for free use of the park visitors. The implications would be:

- o park visitors would have free access to parking in both lots. The east lot is the most popular for both groups, which would benefit park users,
- o Northlands visitors would be restricted to that portion of the west lot assigned for their use,
- o with free parking in the area, it is likely that some Northlands visitors would attempt to take advantage of it in order to bypass the parking charges.
- o the end result could be less parking stalls available for park visitors, as the afternoon racing events generally start before the major influx of park visitors,
- o strict enforcement would be required. This would have cost implications as additional personnel would be required.

This option would likely have the same negative impacts as the previous alternative. In addition, once Northlands visitors become aware of the pricing flexibility, it will be virtually impossible to not have a strictly enforced pricing structure with no relief for park users.

4.5.3 Alter Current Pricing Structure

The current pricing policies would be maintained for the east lot. However the west lot would be made a free parking area for all visitors, regardless of destination. Signs would be installed at the east lot to inform everyone of the regulations. The implications of this include:

- o all visitors would be encouraged to use the west lot through pricing policies. Park visitors could still use the east lot at no cost, as in the existing situation,
- o potentially more spaces in the east lot would be made available for use by park visitors, as regular Northlands visitors take advantage of the free parking further to the west,
- o more Northlands visitors might choose to park off-site to take advantage of the reduced parking charges. This would mean that in total, there would be less stalls available for park visitors,

- o should this option be successful, Northlands could remove its booth from the east lot, thus making it a free parking lot also. The result would likely mean a dramatic increase in the use of the east lot, as well as the west lot, by Northlands visitors,

- o the option could be implemented on a test basis while still having the flexibility to return to existing policies

This option would be simple to introduce on a permanent or temporary basis. However it is impossible to confirm at this point in time whether it would result in an overall improvement.

4.5.4 Alter Current Access to East Parking Lot

In this option the existing access to the east lot would be closed. A fence would be constructed which would virtually block access to Northlands from this particular parking lot. As a result, the people would have to walk a much greater distance than if they were to park in the west lot or on-site. The access to the east lot would have to be re-oriented to 112 Avenue. This may require special signals at 112 Avenue, as this roadway is carrying high volumes. The implications would be:

- o very likely the use of the east lot by Northlands visitors would be reduced,

- o the new access road would have to be constructed on lands presently used by the park,

- o the road would split the park, and may have an impact upon the space available for the ball diamonds,

- o additional enforcement along the access road would be required to ensure that it not be used for parking.

This option has the benefit of addressing the desire to make the east lot a no charge lot, and not encouraging Northlands visitors to utilize some of the stalls. However the cost will be in terms of park space that will be lost in order to facilitate construction of the new access roadway and the reaction of users to the intrusion of traffic into the park environment.

4.5.5 Alter Access to East End of Borden Park Road

This option would involve closure of Borden Park Road at the east end, its intersection with 73 Street. The objective of this scheme would be to force all traffic to approach Borden Park, and Northlands from the west only. If the pricing structure outlined in 2.3, setting up the west lot as a free parking area, were also introduced, traffic might be encouraged to utilize the west lot rather than drive into the east lot. The implications would be:

- would result in more traffic using 112 Avenue and other local streets on the west side,
- may result in less traffic driving along 72 Street and 73 Street, immediately east of Northlands,
- would likely result in even more parking in the area immediately east of Northlands, as these people would have no access to the main site entrance on the south side,
- could result in more Northlands visitors utilizing Borden Park facilities as now all traffic would be exposed to the option of free parking. This would mean that less parking would be available to park users,
- should the east lot be used almost exclusively by park visitors, the attendant would likely be removed by Northlands, thus returning this lot to free parking also. The result would be an increase in the number of Northlands visitors using Borden Park parking,
- this option could be introduced on a trial basis to test reactions. If it did not work the east end of the road could be re-opened.

This alternative could be introduced on a trial basis to observe reactions of park and Northlands visitors. It represents an attempt to encourage Northlands visitors to remain away from the east lot in order that it could be used by park visitors.

4.5.6 Evaluation

The following is a table evaluating each of the alternatives that have been discussed, on the basis of a number of criteria.

Table 4.3

Evaluation of Borden Park Parking Control Options

Criteria	Alternatives				
	1	2	3	4	5
Potential to attract Northlands parking	high	high	high	low	high
Potential to improve park visitor parking	low	low	low	high	low
Impact upon the park environment	low	low	low	med.	low
Cost to implement	low	low	low	high	low
Cost to monitor	high	high	low	low	low

Each of these options will have its own specific impacts upon the two user groups involved. In addition none of them addresses the identified problem of non-resident parking on local streets to the south and east of Northlands. They are only attempting to control the use of the Borden Park facilities by Northlands patrons.

Prior to consideration of any of these alternatives, it is recommended that it be determined the number of days in which parking demands actually exceed the supply. As has already been reported, the survey did not observe any problems. As well, there should be direct discussions with the affected residents to determine which of the options they would be in favour of, including the existing operation.

4.6 ADDITIONAL PARKING SUPPLY NEEDS

The establishment of parking supply requirements for Northlands is dependent upon the parking policy which is implemented. Potential alternative policies and their associated parking supply requirements are summarized as follows:

Policy	Estimated Frequency	Stalls Required	Stalls Provided	Additional Requirements
A. CASE 1 (Weekday Coliseum event, Agricom event, Harness racing)				
1. Supply sufficient parking on-site.	6/year	9,500	5,500	4,000
2. Supply sufficient parking on-site in conjunction with nearby off-street lots.	6/year	9,500	7,500	2,000
3. Supply sufficient parking, off-street and on-street.	6/year	9,500	10,300	N/A
B. CASE 2 (Weekday Coliseum event and Agricom or racing event)				
4. Supply sufficient parking on-site	23/year	7,300	5,500	1,800
5. Supply sufficient parking on-site in conjunction with nearby off-street lots	23/year	7,300	7,500	N/A
6. Supply sufficient parking, off-street and on-street	23/year	7,300	10,300	N/A
C. CASE 3 (Coliseum event only)				
7. Supply sufficient parking on-site.	65/year	6,000	5,500	500
8. Supply sufficient parking, on-site in conjunction with nearby off-street lots.	65/year	6,000	6,300	N/A
9. Supply sufficient parking, off-street and on-street.	65/year	6,000	10,300	N/A

As indicated above, additional parking supply requirements range from requiring no additional stalls to requiring an additional 4,000 stalls, depending upon the policy

alternative. In reviewing these alternatives, the frequency of the occurrence of the scenario should be of prime consideration. It is not, in our opinion, desirable to provide sufficient parking to accommodate the demands of an event scenario which may occur only about three times a year. Similarly, implementing a policy of providing all of the parking on Northlands lots is not an efficient utilization of available off-street lots. Such a policy would also be difficult to implement as people will still choose to park in other off-street lots and even on-street stalls, if they are available. Therefore, the more reasonable policy alternatives are to ensure that there is a sufficient parking supply in the vicinity to meet the demands of a Coliseum event and another event, such as horse racing (Alternatives 5 or 6).

If on-street parking is permitted in certain areas, then the supply of parking is more than adequate to meet the demand. If the policy were to target for supplying sufficient stalls in off-street lots, then the supply just meets the demand, although typically when a lot is 85% utilized it is considered close to capacity.

In summary, based upon the above discussion, there appears to be an adequate supply of parking for Northlands events. However, the parking policy alternatives should be reviewed with input from both the residents, Northlands, and he City of Edmonton, before a policy for typical event scenarios is established.

5.0 CONCLUSIONS AND RECOMMENDATIONS

This chapter is intended to summarize the significant conclusions of this project and document the recommendations for future action that have been developed from the information obtained through the surveys. It must be confirmed that the work carried out did not address the problems associated with Klondike Days. It has only analyzed the events that occur on the site for the other 355 days of the year.

5.1 PARKING SUPPLY AND DEMAND

Based upon an average annual events schedule, there is an adequate supply of parking stalls on-site to meet the expected parking demands, during such common events such as horse or harness racing, or Agricom events. Often, the available supply is not fully utilized as some people prefer to park on-street adjacent to Northlands since parking is free and the controls are not strictly enforced.

Only during sold-out Coliseum events does the demand for parking place a strain on the available supply. If joint-use parking is acceptable with people parking both on-street and off-street throughout the study area, then again the supply is adequate to meet the demand. However, the practice of parking on-street should be curtailed in certain areas to both enhance the utilization of off-street lots, and to alleviate any potential residents concerns.

5.2 NEIGHBORHOOD ON-STREET PARKING CONTROLS

It has been shown that the existing Neighborhood Parking Strategies already have the proper structure to control on-street parking during Northlands events. It is recommended that enforcement levels be substantially increased over the short term and that a longer term enforcement strategy be developed to ensure that these regulations are obeyed. In conjunction with the enforcement, area parking should be monitored to observe how parking habits are altered. Specific attention should be paid to those areas that presently have no parking controls.

If excessive on-street parking is still a problem even with the increased enforcement, the options of reducing the time limit to one hour or banning it altogether, except for residents, can be reviewed with the residents. As well, the option of introducing special event regulations can be presented to the residents.

5.3 BORDEN PARK

On the basis of the information collected, there are almost 1,000 stalls available for use by visitors to the park. This number compares very favorably with other City parks. During the surveys, neither lot was even close to capacity. Before any specific action is initiated, there should be further surveys to confirm the extent and magnitude of the problem. If the problems relate to distribution of parking, the solution would involve additional signing. If the problem is overall supply, the alternative solutions are more complex and will involve the City, Northlands, the residents and, if an overall more strict enforcement strategy is adopted for the area, the Police. As well, it should be determined if the problem occurs on a number of days or if it is limited to three or four days during the year.

This study has not investigated the impacts of K-Days. However it should be noted that during this event, access to Borden Park via Borden Park Road is, in effect eliminated . The east end of Borden Park Road is closed, and visitors are charged admission on the west end of the street. Although park visitors are permitted free access, this is not advertised and usually the queue of vehicles and the lot attendants discourage vehicles from attempting to use the park during Klondike Days. Additional surveys should be conducted during Klondike Days to assess its impact on Park use.

5.4 NEED FOR ADDITIONAL PARKING

Any decision on the need for additional parking requirements will have to be based upon City policies regarding what constitutes Northlands parking supply and what is to be the design criteria (i.e. worst events or average events). However, it is

important that Northlands and the City do nothing to reduce the number of parking stalls presently under their control. It has been demonstrated that the total stalls under their direct control is about 26% below average demand levels. Reduction in their stalls will mean that even utilizing the concept of shared use of other parking facilities, the total supply will be insufficient to meet the demand. This in turn will result in negative impacts on local area streets.

The long range plans for Northlands have designated the expansion area between Capilano Drive and the site itself, to be used for parking. It is estimated that this will add substantially to the total supply of parking available in the area. However the timing for the provision of the new stalls cannot be determined at this point in time, as Northlands is only acquiring property as residents express a desire to relocate.

5.5 IMPACTS ON FUTURE EXPANSION

The analysis undertaken by this study has concluded that peak Northlands generated parking demands exceed the supply of Northlands controlled off-street parking, and are close to capacity if all off-street parking is assumed available for use. It is also apparent that any new activity on the Northlands site will adversely impact this demand/supply relationship. It is highly unlikely that events associated with a new activity centre could be scheduled to remain completely clear of the current peak parking periods. As a result, additional off-street parking will be required to accommodate the new demand.

No attempt has been made to specify these demands. Any new development proposal must be evaluated on the basis of its impact on the site and the demands that will result from extra on-site activity. This information provides the background data to be used in determining the current conditions and parking demands associated with known activities. The new demands can be overlaid on top of current needs to define the number of new parking stalls that are required. On this basis, a rational basis is established for determining the number of additional stalls that may be required.

5.6 ENFORCEMENT

Enforcement of the parking regulations presently in place in the communities surrounding Northlands is left to the Edmonton Police Department. In an attempt to introduce increased monitoring of the parking regulations during Northlands events, it may be feasible to assign this responsibility to other agencies or companies. This option would have the advantage of possibly permitting the City to enforce the parking regulations during specific events, at a reasonable cost and not require the assignment of scarce Police Department resources. This issue should be evaluated by the City to determine its overall feasibility.

APPENDIX 5

ISSUES AS PERCEIVED BY AREA RESIDENTS

On June 15, 1982 at a general meeting held in the Bellevue Community League Hall, residents approved the Steering Committee and Task Force report entitled "The Borden Park Residents' Association Report, 1982". In April of 1986, the Borden Park Residents' Association was asked to update their concerns, and identify any new issues. The following issue areas and issues were identified by the Borden Park Residents' Association in that 1986 report:

"Organization of the Edmonton Exhibition Association Limited

In its 1982 report, the Borden Park Residents' Association (B.P.R.A.) put forward twelve recommendations concerning the organization of the Edmonton Exhibition Association (E.X.A.).

With the adoption of the Edmonton Northlands name and change in the organizational structure of the Edmonton Exhibition Association, many of these specific recommendations are no longer specifically applicable. The intent of the recommendations, however, remain:

- To establish a closer communication link, it is suggested that more local representation from the affected communities, aldermanic and provincial level be on the Board, and B.P.R.A. members be on E.X.A. committees where these committees deal with matters affecting the adjacent communities.

- That the City's financial and municipal interests be safeguarded by having City Council approve the E.X.A.'s capital budget and to allow B.P.R.A. representation during approval proceedings.

Expansion of Edmonton Northlands

- Alarm at the continued expansion of the Edmonton Northlands facilities and their planned expansion into the area approved at a special meeting of City Council in 1972 and their expansion into the residential community beyond these approved boundaries.

- How and why did the City approved the expansion area and why was there no citizen participation or involvement of property owners affected by the decision?

- How many major public facilities can a neighbourhood accommodate within its boundaries? What are the social costs to the community of subsidizing the "common good"?

- Neighbourhood pressures: The area has been fragmented by the Capilano Freeway and the LRT, burdened with the Stadium and Coliseum, but more troublesome is the threat of Edmonton Northlands continued expansion at the expense of the neighbouring communities.

- Growth of the Exhibition and the requirements for parking indicate that Northlands must plan to relocate an over-spilling grounds.

- Exhibition grounds expansion: Northlands has outgrown its mandate and present site: its pursuit of maximizing revenue and continued encroachment on residential neighbourhoods must be stopped to save the surrounding communities.

- The destruction of homes within the "expansion area" represents the loss of homes and families in Bellevue, for frivolous, non-priority development.

- Land acquisition methods: Has land been acquired fairly and openly? Why are lands being acquired west of Borden Park, outside the Council approved expansion area?

- Why are the City and Edmonton Northlands purchasing land outside the approved expansion boundaries?

- What is the relationship between the City of Edmonton and Edmonton Northlands? How is Edmonton Northlands funded?

- Why was Edmonton Northlands excluded from all surrounding area redevelopment plans and repeatedly exempt from the provisions of the Land Use Bylaw?

- How does Edmonton Northlands propose to deal with the additional traffic congestion and parking problems engendered by additional crowd drawing development, when past and present problems have proved insurmountable?

<u>The Proposed Amusement Park</u>

- The communities oppose the development of a summer-long (May to September) noise and traffic generating facility where it will create a visual eyesore, constant noise, increased vandalism, parking problems and litter.

<u>Noise, Vandalism and Littering</u>

- The noise created on the Edmonton Northlands site during the midway events, horse races, and rock concerts, and by traffic using the site, by sirens and machinery, (especially after 11:30 pm) interferes with residents' rights to enjoyment of their property.

- Vandalism has increased during major events: This includes damaged fences, trampled flower beds and lawns, broken car headlights, antennas and windshields, scarred and scratched car bodies, stolen hubcaps and batteries, broken drive shaft and idler arms, and the breaking and entering of homes and garages with the resultant loss of property.

- The littering of the neighbourhood (with broken and empty beer and soft drink bottles, popcorn containers, popsicle sticks, empty bags,

discarded racing forms, and parimutuel tickets and miscellaneous rubbish, as well as indecent acts).

Parking and Transportation

- Patrons opt for free parking offered in nearby residential streets due to the cost and inadequacy of on-site parking particularly during concurrent facility use.

- In spite of Northlands' long-standing deficiency of on-site parking facilities, the minimum parking standards have been continually waived as in the case of the new AgriCom.

- During Klondike Days no on-site parking is provided, making it impossible for residents to have visitors, creating congestion and a 10-day crisis.

- The existing parking restriction program covers only 25% of the affected community area and is not enforced on a year round basis. This should be extended to within one kilometre. Presently a two hour time limit exists but is disregarded by the public. This should be reduced to a one hour maximum. Enforcement should be paid for by Northlands.

- Public transit is not being used by most Edmonton Northlands patrons; incentives for this purpose should be encouraged.

- Traffic congestion as a result of Edmonton Northlands activities interferes with access to the Royal Alexandra Hospital in emergencies.

- Concern that 112 Avenue, which separates the community from Borden Park, might be widened; 112 Avenue is already hazardous to cross and the residents oppose any road expansion, the construction of super structures designed to increase vehicular access into Edmonton Northlands, which can only be at the cost of homes and parkland.

- The proposed permanent commercial amusement park at the southeast corner of the grounds will aggravate the area's parking and transportation problems, and should not be allowed.

- The proposed amusement park is to be located at the southeast corner of the site, the furthest corner from the LRT station: This high volume patron generating facility is not located within convenient walking distance to LRT, therefore people will drive, and require parking.

- Concern that the Borden Park parking lots will be completely taken over by amusement park patrons.

- City Council should engage an independent traffic and transportation consultant to look at the overall impact of Edmonton Northlands on the surrounding communities (with Edmonton Northlands, the Borden Park Residents Association and appropriate City departments to develop the terms of reference).

Borden Park

- The easterly third of Borden Park should not be leased to Edmonton Northlands to fence and use during Klondike Days: Edmonton Northlands has no right to infringe on public park land, and it establishes a dangerous precedent which could allow Edmonton Northlands to take control of this section of Borden Park.

- Concern that the City is acquiring land in a proposed buffer zone west of Borden Park north of 112 Avenue on 79 Street to facilitate the shifting of Borden Park westward, as shown in the 1981 Mackenzie Spencer Report.

- The leasing of Borden Park parking lots to Edmonton Northlands for use by their patrons discourages the public from using the recreation facilities and picnic areas. The parking lots in Borden Park should be reserved for park patrons.

- Certain commercial developments planned by Edmonton Northlands, like the amusement park, will diminish the family recreational quality of the park.

- Any further crowd and noise generating facilities erected in this area will have a detrimental impact on the park and surrounding communities.

- Borden Park should be designated as an historical resource.

- The Borden Park road alignment should not change."

At the 1986 06 19 Public Information Meeting the above issues were handed out to those in attendance.

The Planning and Building Department requested that if additional issues existed they be identified. The following additional areas of concern were identified:

OTHER ISSUES

Concern for the Integrity of Overlapping Area Redevelopment Plans

- Stadium Station Area Redevelopment Plan - respect for previous commitments.

Expansion Plans for Edmonton Northlands

- Want clear, firm plans showing ultimate development of Edmonton Northlands site.

Northlands/Convention Centre Lease

- How will agreement impact surrounding communities (e.g., parking and storage sites leased in Parkdale).

- If the agreement is approved does it preclude an Area Redevelopment Plan being developed?

Maintenance of Residential Properties

- Properties (rental) are poorly maintained.
- Tenant situations detract from quality of life (stress) - direction towards rental guidelines (fear of retribution).
- Social problems - how do we save our neighbourhoods?
- Depressed resale value of remaining homes.
- What is the future resale value?

Buffering

- Desire for buffer between Edmonton Northlands and community.
- That the City follows through to provide social and physical engineering (e.g., buffering).

Social Impact Study

- Will a social impact study be carried out as part of the Area Redevelopment Plan?

APPENDIX 6

ISSUES AS PERCEIVED BY EDMONTON NORTHLANDS

On 1987 06 18, Edmonton Northlands identified the following issues and concerns:

"1. Edmonton Northlands must be allowed to fulfill its mandate as outlined in its objectives for the ARP.

2. Edmonton Northlands should be able to undertake its activities and accommodate its functions by the development of a logical and efficient site.

3. Edmonton Northlands should be provided with established procedures to facilitate any necessary additions to its site.

4. Land use guidelines should be defined for all lands within the Plan Area to allow Edmonton Northlands to perform its required functions.

5. An efficient, comprehensive and balanced system of transportation should be provided for Northlands patrons.

6. Parking for patrons on the Northlands site should accommodate a reasonable portion of the requirements for regular events except Klondike Days."